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ABSTRACT

This Spring 1984 issue of The Bookmark comprises articles examining many aspects of the contribution of the University of the State of New York Board of Regents to the growth and development of library programs in the state. The authors and their topics were selected to show the wide range of concerns and interests that the Regents have had in fostering and nurturing the expansion of libraries and library systems to strengthen education in New York State. The issue comprises: (1) "In Perspective" (E. J. Josey); (2) "The Role Libraries Can Play in the Development of Individuals" (Kenneth B. Clark); (3) "The Regents and Libraries in Nineteenth Century New York" (James Corsaro); (4) "The Regents and the Development of Statewide Library Policy and Program, 1905-1950" (E. J. Josey); (5) "A Review of the Board of Regents and State Education Department's Reports and Recommendations, 1956-1983" (Miriam Braverman); (6) "The Emergence of Multitype Library Resource Sharing: The Reference and Research Library Resources Systems and Beyond" (Jane G. Rollins); (7) "School Libraries in New York State: Their Roots" (Beatrice Griggs); (8) "The Regents and the Professional Librarian" (Gerald Shields); (9) "Independent Learners, Libraries, and the Regents" (Barbara Shapiro); (10) "Access Issues in an Information Age" (Andrew Geddes); (11) "New York--Where Learning Never Ends: The Library--A Position Paper" (Mildred Lowe); (12) "The Public Libraries of New York from a National Perspective" (Brooke E. Sheldon); and (13) "The Regents and Library Aid Legislation in the 1970's and 1980's" (Joseph F. Shubert). (THC)

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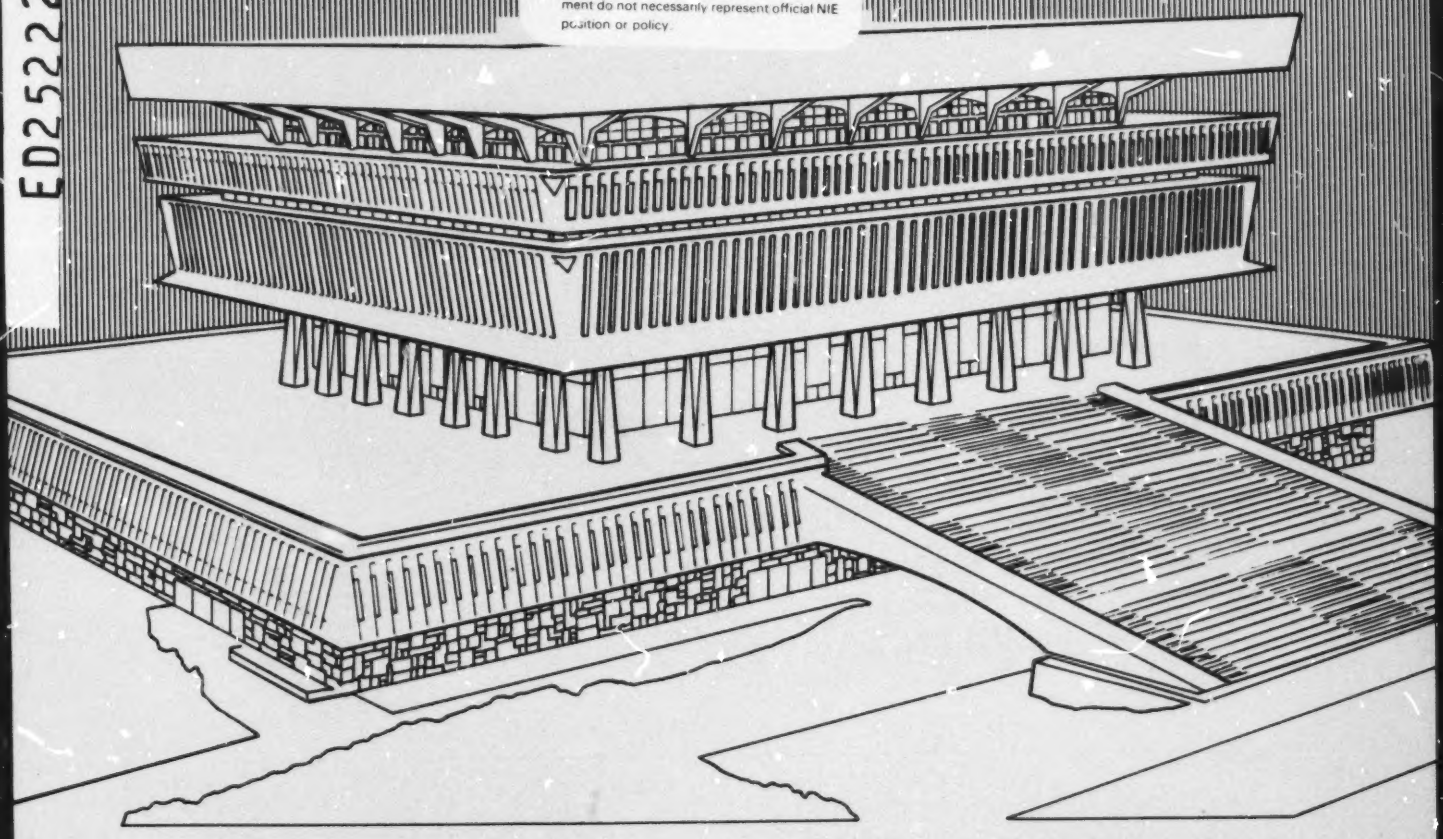

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Spring 1984

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IN PERSPECTIVE:

The Spring 1984 issue of The Bookmark is dedicated to the celebration of the Board of Regents Bicentennial. The articles in this issue examine many aspects of the Regents contribution to the growth and development of library programs in New York State. This special issue was planned to do more than contribute still another series of assorted essays on the history of the Board of Regents involvement in one phase of education in the State. Instead, as part of the statewide library community's theme for the Regents Bicentennial Celebration, "Celebrate Libraries," the authors and their topics in this issue were selected to show in a mosaic-like manner the wide range of concerns and interests that the Regents have had in fostering and nurturing the growth, development, and expansion of libraries and library systems to strengthen education in the State.

We are especially fortunate to have The Honorable Kenneth B. Clark, the Chair of the Regents Committee on Cultural Education, to begin the issue by placing in perspective the role that libraries can play in the growth and development of an individual. James Corsaro traces the history of early library development in the State and the Regents role during the first century of The University of the State of New York. Moreover, Corsaro also describes the significant role of Melvil Dewey commencing with his University Convocation address, "Libraries as Related to the Educational Work of the State."

The second century of The University of the State of New York has been a period of notable growth of library service in the State. E.J. Josey focuses on the Regents and the development of a statewide library policy and program during the period of 1905 to 1950. It was during this period that one of the first major studies of library service was conducted which paved the way for the development of library systems.

The hallmark of library development in the State has been the reports and recommendations from special Commissioner Committees established by the Regents to examine library service. Miriam Braverman reviews these reports from 1950 to 1983. Jane G. Rollins describes the emergence of multitype library resource sharing beginning with the reference and research library resources systems. She indicates that "the year 1978 is undoubtedly regarded as a landmark year for library networking in New York State. The reference and research library systems received statutory recognition...and the networking horizons of the State were widened through further legislative action which brought school libraries into the State's networking process through a pilot program." In her record of the roots of school library development, Beatrice Griggs reveals that it was in 1812 that the importance of books for use in schools was mentioned to the Legislature; however, "school libraries had their real beginning in 1892. The Laws of 1892 required that...the district library be housed in the school and be considered a school library...."

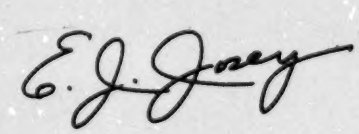
Turning to library education, Gerald Shields contends that the library school established by Melvil Dewey at the State Library "...must be cited as the greatest single contribution made by the Regents to the recognition of the librarian as a professional practitioner." Shields reveals that "it was the graduates of this program and its philosophy that fanned out across the United States and founded other programs of education for librarianship: Drexel in Philadelphia, Pratt in Brooklyn, Amherst College, the Armour Institute of Chicago, and the program at the Los Angeles Public Library."

The Regents pioneered in the identification of adult learning needs and in the establishment of adult learning goals and programs to satisfy these requirements. Barbara Shapiro in her essay, "Independent Learners, Libraries, and the Regents," states that "New York State has played a leading role in developing independent learner services....Central to these services is the idea of the library as an active part in the educational process."

Access to information is certainly the key to quality library service. Because of the importance of access to information, the members of the American Library Association in 1981 made it the top priority of the Association. Over the years, there have been critical issues raised related to access. Andrew Geddes discusses issues related to age, the disabled, location, and censorship.

Brooke E. Sheldon participated in the March 22, 1984 Board of Regents Bicentennial Commemoration meeting and discussed "The Public Libraries of New York from a National Perspective." In her commentary Sheldon said "in my years in state library development, I've watched and been inspired by not only the programs of the three 'lighthouse' libraries, but also by the way in which the New York State Library has continued to represent a model for all, both here and abroad, who are concerned with providing leadership in library systems development and effective use of resources...."

As part of its contribution to the Bicentennial celebration, the New York Library Association, the oldest professional state library association in the nation, commissioned a short position paper written by Mildred Lowe, which "...endorses the view of the library in all of its manifestations as the proper focus for the lifelong learning activities of New York's citizens." The concluding article in this historic issue by Joseph F. Shubert gives an account of the Regents support for library aid in the 1970's and 1980's. He graphically weaves a tapestry depicting the fiscal crisis of the 1970's as well as shows the increases in library aid during the same period. In addition, there is a portrait of the various library leadership organizations and groups, whose efforts have been helpful in achieving the present level of support for the library programs. It is his assessment that "...the accomplishments of the healthy and productive partnership among the Regents, the Department, the Governor, the Legislature, and library organizations have kept New York State in the forefront of library service."



THE ROLE LIBRARIES CAN PLAY IN THE DEVELOPMENT OF INDIVIDUALS

By The Honorable Kenneth B. Clark, Regent, The University of The State of New York, Albany

As I look back upon my early childhood, I am forced to confess that my addiction to books was probably accidental. While my sister and I were conscious that our mother seemed to be an avid reader, and we suspected that she took books with her as she left for work in the garment industry of New York City, this did not seem to determine our own interest in books. As a matter of fact, we thought it unnecessary for adults who were not in school to read books. We thought that books and reading were limited to the classroom and homework.

THE LIBRARY AS REFUGE

My personal involvement with books outside of the classroom probably came as a result of the fact that I was among the smallest and youngest members of my class. It was clear that I could not hope to compete with my classmates in sports. One of my earliest, more traumatic memories was that of knowing that when individuals were being chosen for teams on the playground or in the gym, there was no question but that I would be the last one chosen. This constant affront to my ego made it necessary for me to find some form of escape. Instead of staying after school to play games with my peers, which was what I really wanted to do, I would retreat to the nearest library. I no doubt made up one excuse after another to avoid the taunts of my more athletically skillful classmates and friends. I looked on the library as a haven or protection against those who were more agressive or were bullies.

In the library I felt alone and comfortable. The public library at 135th Street and Lenox Avenue at that time had a children's reading room. I remember it as a serene place. A place where I could read and think. Occassionally I would ask the librarian at the desk some question designed to provide a form of human interaction. Then I would go back to the shelf to find another book.

THE LIBRARY AS AN INVITATION TO CULTURE

By the time I was 12 I felt I had exhausted the children's reading room. I wanted to explore other parts of the library. I knew that the third floor was a special section of the library reserved for adults - maybe special adults. My recollection is that few people went there. It seemed mysterious. One day I decided to sneak up to the third floor, the forbidden area for children. As I reached the top of the steps and was looking around, I saw what seemed to me a very large and forbidding man walking toward me. I was positive he would tell me to go back downstairs where I belonged. I did not have a readymade excuse so I stood there awaiting the inevitable. When he approached me, he smiled, put his arm around my shoulder, and told me to come in and look around. He showed me some of the unpublished manuscripts and pictures and the art work on exhibition. From that day on he was my friend. His name was Arthur Schomburg.

He invited me to come up to that collection any time I wanted. He gave me the freedom to browse and read the books in the collection. As I got to know him more and more, he introduced me to the culture and literary

". . .value the positive differences among various groups. . . ."

contributions of nonwhite peoples of the world. He made me understand for the first time that culture, art, and literature were not exclusive properties of Europeans. He broadened my perspective and understanding, and he taught me to value the positive differences among various groups of human beings. In summary, he had a tremendous influence in my intellectual growth and development.

In spite of our difference in age, we became very close friends. When I left for college, I invited him to visit and talk to groups of interested students at Howard University. Looking back on those days, I am now embarrassed to remember that I did not accompany my invitations with any mention of an honorarium or even traveling expenses. It did not occur to me, and he never raised these financial questions. This did not seem to matter to him. His love of books and of people took priority

over all such practical considerations. He knew a number of other bibliophiles in Washington, D.C., and he would invite me to accompany him when he visited them. I would sit and listen to their discussions of books and to their good-humored, competitive sparring on who had the most valuable first edition of a particular rare book. They communicated their joy in revelling in their world of books and ideas. I would absorb their interest, their humanity, their total involvement.

These are among some of the things I remember about Arthur Schomburg, the truly civilized humanist, and the Schomburg Collection. The accident of having known him from childhood and being accepted by him established the foundation for my respect for books, libraries, and librarians.

REPORT CLAIMS NEW YORK'S DOCUMENTARY HERITAGE IN DANGER

"New York's documentary heritage is in danger!: This is the conclusion of a report published in February entitled Toward A Usable Past: Historical Records in the Empire State. The report, by the New York State Historical Records Advisory Board, is based on the first comprehensive assessment of the condition of historical records programs in New York.

The Advisory Board, after 18 months of intensive study of historical records management and use, concluded that many historical records of enduring value to New York's governments, institutions, and citizens are being lost. The process of identification of historical records is incomplete and uncoordinated, and many of the records that are saved are not properly preserved and are unknown or inaccessible to those who need them. Many New Yorkers fail to recognize the importance of historical records. Others, aware of the utility of such records, take their availability for granted. Both perspectives contribute to the lack of support for historical records programs in New York.

In its report, the New York State Historical Records Advisory Board, created by Executive Order and chaired by State Archivist Larry J. Hackman, recommends systematic, concerted, statewide action to address these problems. The Statewide Historical Records Assessment Project was partially sponsored by a grant from the National Historical Publications and Records Commission. It concentrated on four historical records programming areas: State government records, local government records, nongovernment historical records, and statewide issues and needs that affect historical records regardless of setting.

In the first area, the report criticizes the State government's lack of strong records management programs, a shortcoming that not only thwarts efforts to identify and save archival records, but also increases the cost and decreases the effectiveness of government. The Board calls for a stronger records management effort throughout State government, preferably under the coordination of a new State Records Management Council. The report also calls for added authority and resources for the State Archives to enable it to handle the State's 350-year archival backlog and to face the challenges of caring for the future archival records of State government.

In the area of local government records, the Board calls for both increased public concern and a better definition of local officials' responsibilities for records. The report also advocates improved approaches to State supervision of records disposition by local governments, including development of a regional technical assistance system, encouragement of comprehensive local government records management programs, and much heavier emphasis on archival records.

In discussing nongovernment historical records, the report decries the underdeveloped state of most historical records repositories in New York and the lack of cooperation in the crucial matter of collecting historical records. The report advocates development of coordinated documentation strategies for the systematic collection and preservation of historical records. It also calls for the development of regionally based field advisory services to historical records repositories, services to be delivered in conjunction with the services of local governments mentioned above. Acceptance of greater responsibility for archival records by institutions that create them is another recommendation regarding nongovernment records.

In addressing problems common to all areas, the report focuses on several key issues: lack of public understanding of the importance of historical records, lack of public and private funding for historical records programs, the need for stronger leadership in the archival community, the absence of a statewide approach to such key problems as preservation and education, and the need for a statewide data base of information on repositories and their holdings. The Board suggests a coordinated approach to all of these issues, emphasizing on-going planning and evaluation, the development of clear goals and priorities, closer cooperation among historical records programs, improved public information programs, and a better defined statewide leadership.

For further information or a copy of the report, contact Larry J. Hackman, State Archivist, State Education Deprtment, Albany, NY 12230, phone 518-474-1195.

THE REGENTS AND LIBRARIES IN NINETEENTH CENTURY NEW YORK

By James Corsaro, Senior Librarian, New York State Library

INTRODUCTION

Melvil Dewey in his University Convocation address to the Board of Regents in 1888 entitled "Libraries as Related to the Educational Work of the State," declared that the library was the "people's university." He also asked why there should not be "Regents Libraries" as well as "Regents Academies."[1] Dewey's influential years were about to begin bringing momentous changes not only for libraries, but for the entire State educational system. The changes wrought were rapid, dramatically increasing the Regents powers and responsibilities regarding libraries.

The Regents' direct role in the development of libraries, except for certain limited areas, was of minor significance until Dewey's appointment. The strong leadership role of the Regents in the growth of the State's library system is a comparatively modern development and in sharp contrast to its 19th century character. This article will briefly sketch the general development of New York libraries and the Regents' role during the first century of The University of the State of New York.

BEGINNINGS

When the Board of Regents was established by legislative act in 1784, New York was predominantly a frontier society. Though it had been settled for over 150 years, the State's population was concentrated at various points along the Hudson-Mohawk valley. The western lands of the State were just beginning settlement, roads were primitive where they existed at all, and the canal system was still just an idea. A stable population with the time and financial resources for founding libraries was rarely available.

There had been libraries in provincial New York, all private and only a few of any substance, but even these were scattered or destroyed during the American Revolution. The New York Society Library, founded in 1754, after several moribund years became active again in 1788, while Columbia College's library was slower in recovering because of the loss of most of its books during the war. One type of library, the circulating library, began to enjoy considerable success during this post-war era. Such libraries, operated usually by booksellers, began to appear in most of the cities and larger villages.

New York's political leaders were aware that the needs of a growing economy and society required an educated populace and encouraged several significant developments. The University of the State of New York was created with a Board of Regents originally concerning itself primarily with the private academies of the State. At the same time, attempts to create a common school system to educate the children of New York began. This latter movement was encouraged and supported by the Regents, and State monies for schools were appropriated beginning in 1795.

> ***". . .circulating library. . .considerable success during this post-war era."***

Libraries began to be established as the State's population and economy grew. The previously mentioned circulating libraries grew in numbers and size. The largest in the State and nation was operated by a French emigre, Hocque Caritat, in New York City beginning in 1797. There were others, including that owned by John Cook (he was later the first state librarian), who also sold Saratoga water at his Albany establishment.[2]

In addition to circulating libraries there were many new society or proprietary libraries. These were formed by people joining together, paying dues, and electing trustees to manage their libraries. Proprietary libraries were founded in Albany (1792), Stephentown (1796), Rochester (town in Ulster County) (1796), Lansingburgh (1795), and as far west as Batavia (1804). The popularity of these libraries was great enough that the State Legislature enacted legislation enabling and encouraging the formation of them. Many of them continued for several years and often deposited their collections in larger libraries when they ceased. Though they were one of the origins of the free public library, they only reached a small portion of the community.

The Board of Regents during its first half-century concentrated its library-related activities on academy libraries. Their influence relating to these libraries came chiefly from their power to set standards for the academies incorporated by them. These standards included the requirement that each institution provide suitable scientific apparatus and a proper library for the faculty and students. To assist the academies in fulfilling this mandate, the Regents made regular grants of money from the Literature Fund (a fund of money created by the sale of State lands). By 1834, the Regents could grant up to $250 to an academy for the purchase of textbooks, maps, and scientific apparatus. However, the Regents also stipulated (beginning in 1839) that no academy could receive any Literature Fund grants unless they already had a library valued at least $150. This system of grants with various amendments continued until the end of the century. The Regents also were required by law to inspect the academies of the State. One of the major elements of their visitation was to examine "the condition of the library."[3] Though they were not a major community resource, these academy libraries may have been used by other citizens besides the faculty and students. By mid-century, according to Charles C. Jewett's Notices of Public Libraries, there were 157 academy libraries in New York with a total of 66,442 volumes.[4]

While the Regents watched over the growth of academy libraries, a great proliferation of libraries of various forms was being created. It was an era of attempts to solve the problem of getting more books to more people with little governmental support. The society libraries, for instance, continued to expand and increase in numbers until nearly mid-century.

In addition, there were three other library schemes established which flourished until the rise of free public libraries late in the century. These were the young men's associations, apprentice or mechanic libraries, and mercantile libraries. Most urban areas in the State had one or two of these types of libraries. Jewett's Notices lists such libraries in Albany, Brooklyn, Buffalo, New York, Poughkeepsie, Troy, Schenectady, and Utica.[5] The immediate reason for founding these libraries might differ locally, but there were some underlying principles for all. The stated need to educate the young and to continue the general education of the working young adult was one. An interest in training young men (and, in some cases, young women) in the "practical arts" was also manifest. This latter would make these young adults better and more efficient clerks and mechanics. The founders hoped to achieve the moral purpose of attracting young people away from what they considered the evils of society, especially liquor. Finally, there was the unspoken goal of keeping the "kids off the street" that is, the library would serve a social need of making young mechanics and merchants useful members of society who would abhor and resist major social changes.

"There was need for library service to rural areas."

These libraries provided thousands of books for circulation including a great deal of fiction which was very popular, quite often to the dismay of the library founders. They also supported quiet reading rooms and sometimes lectures and museums. They were, however, generally limited to urban areas. There was need for library service to rural areas, but this defect was partially corrected by the establishment of school district libraries.

MUNICIPAL TAX SUPPORT BEGUN

In 1835 the first law in the State's history which allowed a municipality to tax itself for the support of a library was passed. This allowed each school district to tax itself up to $20 to support the establishment of a library in its school. Because few districts availed themselves of this right, a law was passed in 1838 requiring the districts to tax themselves for libraries. This mandate was softened, however, by grants to each library. The money, $55,000 distributed statewide, came from the U.S. Deposit Fund. This new carrot and stick policy was much more successful. So much so that by 1850 there were 8,070 school district libraries with a total of 1,338,848 volumes.

Regents involvement in the establishment of school district libraries was minor. However, their earlier interest in the common school system and their practice of Literature Fund grants to academy libraries probably influenced the development of the district library legislation.

The district libraries were established not only for school children, but were intentionally organized for the use of the whole community. This was one of the reasons the movement thrived until the Civil War era. However, there were serious defects which inevitably caused its decline. These defects included vague requirements in the use of tax funding, book selection

problems, and rural suspicion of any State control of education. Two results attributable to the district library movement were beneficial for libraries. Most important was the institution of the principle of tax support for libraries which would be one of the foundation stones of the free public library. Secondly, the later movement to consolidate small district libraries into larger "union libraries" was another source for the organization of free public libraries. Many of these union libraries eventually became the beginning book collections of these public libraries.[6]

DIRECT RESPONSIBILITY FOR LIBRARIES

During the decade following the establishment of school district libraries, the Regents acquired two responsibilities relating to the State's libraries.

On May 1, 1844 the State Legislature, after considering the need for more consistent direction of the New York State Library, made the Board of Regents the trustees of the Library. Prior to that time the trustees had been an assortment of politicians and ex-officio State officers which often resulted in lack of regular attention to the library's needs. Thereafter, the Library received consistent direction and control by the Regents and their secretaries.

"[After 1844] the library received consistent direction. . .by the Regents. . . ."

The Regents gave regular attention to the State Library for about the next half century during which steady growth of the collections occurred. The Library remained a reference library for State government until years later when, under Melvil Dewey's direction, the Library acquired a different and larger mission.

During these first years as trustees of the State Library, the Regents generally continued the earlier policy of collection development which emphasized the law collection and the acquisition of the printed and manuscript materials of American history. In 1844, the Regents authorized the purchase of the David B. Warden collection of over 2,000 volumes of American history. So determined was their policy in this area that, in 1885, the State Library contained 258 of the 261 titles in a standard bibliography of American local history.[7]

One area of collection building which varied from the trustees' general policy was the support given to Alexandre Vattemore's efforts at the international exchange of foreign documents. This produced a documents collection of hundreds of volumes adding to what had generally been a neglected area of accessions.

Other functions of the Regents as trustees included budgetary control, review of the Library's operations and procedures, and the assistance and oversight of the various moves of the Library as it constantly needed additional space.

The other new library-related responsibility received by the Regents was partial authority over the State's law libraries. This task was already somewhat familiar to them because of the strong legal collections in the State Library.

The State constitutional changes of 1846 discontinued the Court of Chancery. By an act passed April 4, 1849, the library of that court became the Library of the Court of Appeals and was divided between the courts in Rochester and Syracuse. By later laws the court librarians in those two cities as well as those in the judicial districts at Brooklyn, Buffalo, and Saratoga were to be appointed and their salaries approved by the Board of Regents. The Regents also required annual reports of the conditions at these law libraries. They also could establish the libraries' administrative rules and regulations. One of these rules allowed the judicial district libraries to request duplicate legal material from the State Library and vice versa.[8]

FURTHER CONCERN WITH ACADEMIC LIBRARIES

The Regents continued their involvement with academy libraries during the second half of the century. Inspections of the academies continued as well as the requirement that annual reports be regularly submitted. Printed application forms were designed for academy requests for the Literature Fund grants which supported the purchase of library books. In addition, the libraries were to include an estimate of the value of their library with each report or application. Theodore Romeyn Beck, the Board's secretary from 1841-1855, seems to have given these academic library matters a great deal of attention including making personal site visits to the libraries.[9]

The University Manual (1870) indicates that the Regents were much concerned with collection development in academy libraries.

The Manual proposes a "List of Books Recommended for Academy Libraries." This list of 343 books and series included history (22 percent of the titles), mathematics and science (14 percent), geography and travel (16 percent) as well as material in religion, philosophy, law, poetry, education, and belles lettres. The various Harper Bros. series were also suggested.[10]

The one literary form notable by its absence from the List is fiction. Fiction in the library had been a controversial issue throughout the 19th century as its educational value was regularly questioned. One of the failures of the school district library was its general neglect of fiction. The public patronizing the circulating libraries, society and mechanics libraries, and even Sunday School libraries demanded and received fiction, albeit watered-down and often with an added "moral." One school principal mildly chided the Regents in his University Convocation talk in 1882. He suggested that the Regents should be aware that one class of books useful in academy library were those read by the young with both pleasure and profit. After all, he said, "Schoolboys would be more likely to choose if left to their own free choice, the Adventures of Sixteen String Jack than to peruse Butler's Analogy or Paley's Evidences."[11] Fiction eventually was found in the academy libraries but not without a long delay.

The Regents concluded in 1863 that an annual meeting of the officers of all the State's colleges and academies would be a useful educational enterprize and proceeded to hold their first University Convocation in July 1864. These meetings continued as long as three days and included lectures on diverse educational topics. One fairly common topic was the place of libraries in the State's educational system. The 1882 University Convocation, for instance, included a talk on Libraries and How to Use Them by H. C. Kirk and a lecture and discussion of a paper entitled Public Libraries and Their Use.[12]

A curiously modern tone was struck at the 1877 Convocation. A paper on the administration of college libraries had been read at the previous convocation which suggested cooperative cataloging and indexing efforts. The Regents appointed a committee to study this suggestion, and the 1876 meeting heard the committee's report, On Cooperation in Indexing and Cataloging College Libraries. This report found that not only college, but all libraries needed better periodical indexing and a uniform cataloging method with a standard format and size for catalog cards. No solutions were suggested, but a review of State and national efforts for these two goals was sketched.[13] The Regents went no further with the report at that time. However, in Amherst, Massachusetts a young librarian was considering such problems, and 12 years later he would direct the Regents' attention much more closely to such library problems.

ENTER MELVIL DEWEY

Melvil Dewey's energy, sense of moral righteousness, domineering personality and will, and his genius for library organization and management made him, perhaps, the most significant individual in the development of American libraries. His contemporaries and biographers have often viewed him with mixed feelings of respect and dislike, while his drive and principles created both friends and enemies. The whirlwind changes which he made in the library world were almost always welcome, but his righteousness must have made working with him difficult at times. The story of Dewey's great national influence upon the development of public libraries, library education, standardization of library practices, and professionalization of librarianship has been told many times (e.g., Melvil Dewey by Fremont Rider (1944), Melvil Dewey (1851-1931) by Michael M. Lee (1979), Apostles of Culture by Dee Garrison (1979), and Melvil Dewey: The Man and the Classification by Gordon Stevenson (1983)).

Dewey was at Columbia in 1888, involved, as usual, in controversy with the University leaders. This time the issue was whether to allow women in the newly instituted library school. An opportunity to relocate the school soon appeared in the person of Whitelaw Reid, a newspaper publisher and Regent. Reid invited Dewey to study the State Library's operations and to recommend reorganization plans for it. Dewey, as was often the case, interpreted his role broadly. His report to the Regents recommended a number of changes for the State Library and for libraries throughout the State. In addition, he went on to detail new ways to strengthen the powers of the Board of Regents itself. The Board, which had been recently attacked by Governor David B. Hill as a superfluous organization, warmly welcomed Dewey's ideas.

Dewey's report submitted in November 1888 as well as his convocation speech of the previous July described the library as a "people's university." Through the next 16 years, 1889 to 1905, Dewey and the Regents began to execute the implications of this principle.

The Regents were obviously impressed by Dewey's reputation as a leader in American

librarianship as well as by his convocation speech and report. In mid-December they named him director of the State Library and State Library School and secretary and treasurer of The University of the State of New York. In later years he received the additional titles and duties of director of University Extension and director of the Public Libraries Department.

"[Dewey detailed] ways to strengthen the powers of the Board of Regents itself."

Dewey's first activities were to strengthen the powers of the Regents and the scope of the University. During his first three years he worked with the Regents in rewriting the laws relating to higher education and libraries. The result was the University Law of 1892 which, though a significant improvement, still left the conflict of authority between the Regents and Department of Public Instruction unsolved. This issue was finally resolved in 1904 by the Unification Act which created the State Education Department. Unfortunately for Dewey, Andrew Sloan Draper, one of his enemies, was named the first commissioner of education. Dewey had earlier resigned as secretary to the Board in 1899, and the rise to power of a man equal to Dewey in intellect and will meant that Dewey's years at the State Library were about to end.

LONG-TERM INFLUENCE

However, in his 11 years as Regents secretary and 16 as State Library director he accomplished great changes and began numerous new library functions. One of his biographers contends that he "completely transformed the work of the Office of the Board of Regents." He created several new departments and services within the State Library, developed the traveling library system, and began library service to the blind. His efforts to foster university extension, though not original with him, hastened the progress of free public libraries, study circles, and continuing education through summer school programs.

He had earlier commented that he could see no good reason why there should not be "Regents libraries" and attacked the issue of the chartering of libraries by the Regents with his usual vigor. Standards of collections and services were written by which a worthy library could receive a Regents charter and the minutes of Regents proceedings during Dewey's years are filled with requests for provisional and permanent charters.

Dewey's energy never seemed to flag even for such mundane chores as the granting of Regents high school certificates to graduates. During the decade 1889-1899, he signed nearly 500,000 such certificates.[14]

Dewey's character and aggressive leadership ultimately led first to his resignation of the Regents secretaryship in 1899 and then resignation of his State Library directorship in 1904. The former resulted from unsubstantiated political attacks on him as well as his involvement in the plans to unify the Regents and Department of Public Instruction. His departure from the State Library was caused by his leadership of the Lake Placid Club which specifically excluded Jews from membership. The Board of Regents had almost never criticized Dewey's performance previously but could not defend his actions in this case. During the uproar about his anti-semitism (which Dewey always denied), the Regents voted to censure Dewey. Six months later Dewey was gone and the Dewey era for the state's libraries and the Board of Regents was over.

The next several years were to be devoted to the consolidation and refinement of many of Dewey's ideas and actions. The Board of Regents and the libraries of New York would never be the same again. Dewey had transformed the Regents from a quiet rather infrequently meeting group of gentlemen into a dynamic force for educational change and library development in 20th century New York.

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NEW YORK STATE LIBRARY FOR THE BLIND AND VISUALLY HANDICAPPED IMPLEMENTS DRA COMPUTER SYSTEM

With the installation of the Digital Equipment Corporation (DEC) minicomputer in July, the State Library for the Blind and Visually Handicapped is proceeding to implement the new Data Research Associates (DRA) computer system. This "turnkey" computer system, now in use in The New York Public Library and a dozen other regional libraries for the blind in the country, maintains a precise inventory of talking books and playback equipment, can select materials for a reader based on the person's individual interests, and offers sophisticated features such as real time access to its files and light pens to "wand in" data.

After the computer programs are tested out satisfactorily, DRA will provide training on how to maintain the computer system and in the use of terminals and light pens. Then the LBVH will close for three weeks to inventory its collection and convert patron records to the new system. The library is scheduled to reopen October 1 with the new system in operation.

LBVH prepared for its temporary closing by enlarging the deposit collections of the machine sub-lending agencies and some public libraries and enlisting the assistance of library system members to provide alternate services for LBVH patrons. Notice of the change was sent to patrons, public service announcements were sent to radio stations, and outreach librarians in individual libraries were contacted by phone.

THE REGENTS AND THE DEVELOPMENT OF A STATEWIDE LIBRARY POLICY AND PROGRAM, 1905-1950

By E. J. Josey, Chief, Bureau of Specialist Library Services, New York State Education Department

My colleague, James Corsaro, has shown beyond a shadow of a doubt that the Board of Regents has played a significant role in the development of library service in the State of New York for almost 200 years. During the period 1888 to 1905, Melvil Dewey served as the Secretary to the Board of Regents and State Librarian, and in this pivotal role, he fashioned the State Library as the library for the people of the State, and it served as the nerve center for the development of the statewide library system. Although Dewey was no longer in office after 1905, his powerful influence would be felt for many years to come.

POST-DEWEY YEARS

Andrew S. Draper became the first Commissioner of Education in 1904. He published his "Report of the Commissioner of Education on Libraries in the State of New York" in the first issue of New York Libraries, which was published in October 1907. Commissioner Draper had a long-time interest in libraries and had aided Melvil Dewey in developing and drafting the legislation of 1892 which separated schools and public libraries and brought the old school district libraries into larger public libraries under separate control. Frank L. Tolman reveals that "a new University law was drafted to include libraries, and the Regents again assumed the active promotion of library interests, which became the special concern of their secretary, Melvil Dewey. The State Library was to be developed into a center for the entire system. An active department of library extension was organized; library visitors began their travels throughout the state advising on library matters; and traveling libraries were started as intellectual leaven for the people."[1]

With the Regents' strong interest in library services and a commissioner of education who assisted in the drafting of legislation which served as the basis for future public library development in the State, Draper's interest in libraries was genuine, and it was no accident that he made his report on libraries a part of his second annual report as the first commissioner of education in New York State. Draper said, "Progress in library development and extension has not been as satisfactory as may be desired, particularly in the small hamlets and rural communities."[2] It was also Commissioner Draper's view that the Department

> should bend its energies toward applying the needs of the rural communities....It is entirely within the possibilities for every city and town and hamlet and farm to have library facilities....nothing is more needful to a free people than proprietorship and the sanest and best literature.[3]

While Melvil Dewey was concerned about statewide library development, he also gave great consideration to the growth and development of the State Library's collections and facilities.

Long before Melvil Dewey left office, he began to describe the need for more space for the library to grow as well as the need for fireproof quarters for the library. Commissioner Draper was also concerned about the need for a new building for the Education Department as well as new quarters for the library. Cecil R. Roseberry reports that the Board of Regents voted a resolution in December 1905 which stated:

> ...the needs of the Education Department and particularly of the State Library and State Museum for better accommodations are very serious....The growth of the State Library is being arrested for lack of room, and the historic collections of the Library are not so well accommodated or made as serviceable to students as they clearly should be. This is a hindrance to the uniform development of the State which it cannot afford and to which the people are opposed. The Board of Regents also represents to the responsible authorities the very great desirability of housing all of the interests in charge of the Education Department in a separate and distinctive building, which will not only promote administrative efficiency but stand in the

popular mind for the interest, wisdom and agressiveness of the State concerning intellectual and moral advancement.

As a result of the Regents Act in 1905, the 1906 Legislature passed "An act providing for the acquisition of a site and for the erection of a State Education Building, providing for the State Library, State Museum, and making an appropriation therefore.[4]

Because of a multiplicity of problems, the new Education Building, which would include the new quarters for the Library, was not completed on time. The contractor was given an extension for completion to September 17, 1911. Two years prior to this time, Commissioner Draper and Harlan Hoyt Horner, chief of the Administration Division of the Department, sounded an alarm on several occasions regarding the likelihood of fire because of overcrowding of materials and faulty wiring. The inevitable happened on the night of March 29, 1911. A massive fire destroyed most of the contents of the Library. While some of the most precious documents of the Library were destroyed, especially the Dutch manuscripts, nevertheless, the Emancipation Proclamation, Washington's Farewell Address, the Charles II Charter, the Arnold-Andre "spy papers," and other Washington relics were saved because they were in a safe.

NEW LEADERSHIP

Melvil Dewey was succeeded by Edwin H. Anderson. Anderson's tenure was rather short, for he left in 1908 to become the assistant director of The New York Public Library and was later promoted to the directorship of this cultural center. He was succeeded by James Ingersoll Wyer, Jr., who became the state librarian June 1, 1908. Wyer enjoyed a long tenure in office, for he served 30 years and made a notable contribution to the growth and development of the State Library and library service in the State. Wyer worked very closely with Commissioner Draper and the Board of Regents in trying to restore the State Library to its former greatness. Commissioner Draper drafted a bill for $1.25 million. The act for restoring the State Library became law on October 24, 1911. It provided for the following:

> To re-establish and enlarge the State Library, by gathering suitable books, pamphlets, manuscripts and other materials for the reference library, historical library, education library, law library, medical library, technology library, and sociological, genealogical, and other collections therefore.

In addition to rebuilding the Library, the plan was also designed "to create in the course of years a comprehensive State Library which will meet the varied needs of the government and the people of the State of New York."[5] Over the years, the Library grew rapidly because of the generosity of the Legislature, and gifts from libraries and lovers of libraries, so that by 1913 the Library had grown to 335,000 volumes. By the year 1930, the Library had reached the one million-volume milestone.

STRENGTHENING LIBRARY SERVICES THROUGH COOPERATION

While Melvil Dewey was the architect of cooperation among libraries as the basis for the strengthening of library service in the State, there were others connected with the State Library who also shared his views. In 1908, Frank L. Tolman, reference librarian, indicated that:

> In this state, the library is avowedly a part of the educational system of the state, and as the educational system is one, so the library system of the State is one. The united task of the libraries, i.e., the most rapid diffusion of effective knowledge and the making known to all the people the best that has been thought and done in the world, is such a large task that it can be accomplished only by the most perfect cooperation on the part of all the libraries of the state.[6]

Asa Wynkoop, head of Public Libraries section, New York State Library, and also the editor of New York Libraries, until 1927, championed the support for library extension in the State through his editorials. In 1919, Wynkoop stated:

> With all our fine progress, we have to face the fact that the State has as yet hardly touched its most difficult problem of library extension, the bringing of adequate library privileges to the people living outside cities and large villages.[7]

Wynkoop also asked for a consistent policy of "State Aid" for public libraries and championed the need for cooperation among small libraries to insure "the avoidance of unnecessary duplication, the extension of library privileges to outlying and needy sections, the securing of able and constructive leadership for the small libraries, the proper utilization of resources."

Wynkoop felt that libraries should receive the same kind of State aid as schools. He offered several remedies as follows:

These things may all be summed up in a general statement that if our public libraries are to have their natural and logical development as integral factors in public education, if the money and effort already expended on them are to yield their proper results, the State must take them more seriously than it has done in the past, it must greatly enlarge its policy of State aid and supervision and correspondingly increase its expenditures in their behalf.[8]

The passage of the 1921 Library Law was hailed by Wynkoop as follows:

> This is the most important and far-reaching act affecting libraries that has been adopted in this State since 1892 and opens the way perhaps to as great development as did the famous Library Act of that year.[9]

This act provided for the development of a county library system and was supported by the Board of Regents. Wynkoop was very pleased with the act, but he felt that the State had a sacred obligation to provide leadership for its implementation.

With the reporting of library statistics in New York Libraries, Wynkoop as the officer for public libraries at the New York State Library began to point out in his editorials those regions of the State that were without library service. In 1926 he reported that 11 percent of the population was without library service. Holden points out that in 1935, 13 percent of the population were without library service. This percentage of persons without library service remained until 1941. The "County Library Law" of 1921 encouraged the development of county library services. In 1932 the law was amended to strengthen the program.

". . .benefits of public library service. . .be extended. . . ."

THE REGENTS' INQUIRY

Because of the great demographic, economic, and social changes that had taken place in the State following World War I, in 1934 the Regents conducted an inquiry into the character and cost of public education in the State of New York by reviewing the entire educational system of the State. As a result of this massive investigation, the Regents issued a general report and ten special studies. For meeting the adult educational needs, one of the recommendations was:

> Improve library facilities, particularly in rural areas, by adding to the existing state aid for public and school libraries, new aid for regional or county general libraries to the extent of one half the amount appropriated up to $10,000 per county. Continue to provide traveling libraries for remote areas until sufficient regional libraries are established, thereafter transfer this state library service to the regional libraries. Use the regional libraries to develop voluntary coordination and interlibrary loans among all local public and private collections, and to assist in improving coordination with the schools and in making school libraries available also to adults. By public announcement, encourage private gifts to libraries.[10]

The report also recommended changes in certain policies, activities, and structure such as the following:

> Combine the State Library and the Extension Division; continue the present policy of book purchase but expand the amounts available. Discontinue the "Bookmark" and delegate to county and city libraries the extension library lending service as soon as the local libraries can be strengthened to take over this function. Expand the Legislative Reference service.[11]

Douglas Waples and Leon Carnovsky of the Graduate Library School, The University of Chicago participated in the Regents' Inquiry Into the Character and Cost of Public Education in the State of New York and published their findings in Libraries and Readers in the State of New York. They received approval to publish their findings in the Graduate Library School's series of "Studies in Library Science," and this report was omitted from the series of volumes published by the Inquiry itself. They examined both school and public libraries and recommended the following:

1. It is first recommended that the sections related to the library as an educational institution and as embodied in the several reports on different divisions of the Inquiry be brought together and considered as a unit.

2. It is recommended that school districts which at present are too small to support even one full-time school librarian and an adequate supply of books be increased to the size which will provide such support.

3. It is recommended that the benefits of public-library service to students and to adults as well, be extended by the establishment of regional depositories.

4. It is recommended that the State Library Extension Division be encouraged, by every means available to the Board of Regents, to develop its present program.

5. It is recommended that a long-term study be authorized for the purpose of devising a more equitable basis than the present basis for money grants to public libraries from the United States Deposit Fund.

6. It is finally recommended that a similar study be authorized to develop a satisfactory basis for the redistricting of public-library areas and school-library areas.[12]

While the Regents' Inquiry was being conducted, there was a three-year study related to library programs in New York State that was developed by a Committee on Library Planning of the New York Library Association that was organized in several states under the leadership

". . .Division of Library Extension provided the leadership. . ."

of the American Library Association. Although this particular program was not a venture of the Regents, nevertheless, Tolman, director of the Division of Adult Education and Library Extension, served as the executive secretary of the Committee. Holden reports that the final report and recommendations were completed in 1936. She writes:

> The report contained several introductory studies on the history of libraries, the present library situation, and economic and social trends. There were about twenty parts in the main body of the report, including public libraries, school libraries, college libraries, special libraries, institution libraries, library boards, library schools, personnel problems, library buildings, adult education and public relations.

Although this report, as indicated above, was not under the aegis of the Board of Regents, nevertheless, its far reaching recommendations had an impact on the Regents' Inquiry and library services in the State for years to come. Evidence of this fact is reported by Holden as follows:

> The summarized Final Report and Recommendations places Library Extension first among the 'chief problems confronting the libraries of the State' and recommends that large area libraries be organized to secure sufficient local tax support. It also recommends the establishment of large 'central service stations' in seven to nine regions of the State to serve rural areas directly, these of necessity to be supported by the State or Federal Government, or both. Besides these general recommendations, at least three separate parts of the report discuss the importance of library extension...
>
> In the introduction to Part Eighteen - Libraries of the State Considered as a State-wide Library System, Tolman reviews and confirms Dewey's conception of a system of libraries 'centered around the State Library administered by a state-minded socially-conscious state librarian.' A program for development is suggested which would include regional cooperation assisted by State grants.
>
> This report closes with these words -- 'The key to the future is cooperation.'[13]

PLANNING FOR THE FUTURE

In 1944 the New York Library Association requested that the State Education Department assistant commissioner of the Research Division conduct a study of library service in the State. The Association passed the following resolution:

> That the Council of the New York Library Association request the Department of Education to have its Research Division made a complete study of the present and future status of state-wide library service in New York State, and that the Council approve a committee to work with the Research Division in any such survey.

The commissioner of education and the Board of Regents acted favorably upon the request. A distinguished advisory committee was appointed which included Dorothy Canfield Fisher, the author; Alvin S. Johnson, former director of the New School for Social Research; Carl H. Milan, former executive secretary of the American Library Association; and Louis R. Wilson, dean emeritus, Graduate Library School, University of Chicago; Errett W. McDiarmid of the University of Minnesota served as chief consultant. In addition, the New York Library Association appointed a survey committee to also work closely with the Division of Research during the study. The work on the study began in August 1945, and a report was made to the Board of Regents in January 1946.

There were two general suggestions made in the report: (1) that a regional system of library service be established, and (2) that local libraries be given increased State financial aid. Charles M. Armstrong and his colleagues reported that the Regents acted favorably on the recommendations and offered a resolution:

> That the Regents recognize the larger role public libraries must play in the continuing education of a whole people, express their gratitude to the distinguished consultants assisting the Department in the study of public library service in the State of New York and request that the study be continued to the end that the public libraries may render the highest possible service to the people of the State.[14]

An interim report was published in June of 1946 which laid the basis for additional studies carried out under Gretchen Knief Schenk, the former state librarian of Washington. These reports were brought together in a summary by Edmund H. Crane and presented to the Board of Regents on September 19, 1947. The results were very favorable, for the following resolution was passed by the Board of Regents:

> The Regents have followed with keen interest the progress of the survey of public libraries conducted by the Department's Research Division with the cooperation of the New York Library Association. They have considered carefully the proposals for the improvement of public library service in the State of New York as presented in the report, A State Plan For Library Development.
>
> The Regents approved the establishment of an experimental program of regional library service in one region for a period of approximately three years and direct the Commissioner to submit to the Board for consideration proposals for a budget and necessary legislation and for the selection of a region for the experimental program.[15]

The Watertown regional experiment came into being because the Governor made the recommendation to the Legislature of 1948 which appropriated $100,000 for this unique experiment in regional library service.

The Watertown region in which the experiment was established covered three counties in northern New York: Jefferson, Lewis, and St. Lawrence. There were approximately 50 libraries operating in the area. Armstrong reports that "the particular scheme proposed for regional service was carefully designed to achieve the needed efficiency while leaving the small libraries independent...."[16]

The Watertown experiment was relatively successful and paved the way for supporting the growth and development of cooperative library systems in particular and library cooperation in general.

The State Library and the Library Extension Division were guided by a succession of outstanding leaders who contributed immeasurably to the growth and development of library services. Frank L. Tolman became the chief of the Library Extension Division in 1927. Having had a background in the State Library with the development of the library collection after the great fire of 1911, he was armed with significant knowledge about the resources and services of the State Library coupled with a genuine interest in statewide library development and leadership abilities. In the meantime, Robert W. G. Vail served as the director of the Library from 1940 to 1945, when he left to become the director of the New York Historical Society. He was succeeded by Charles F. Gosnell in 1945. Gosnell had been the director of the Library at Queens College and a member of the faculty of the Columbia University School of Library Service. The official title of the position, "Director of the Library" was changed during Gosnell's term to "State Librarian and Assistant Commissioner of Education For Libraries," and he remained until 1962.

Outstanding leadership coupled with the Watertown Project and the recommendations of Governor Dewey's library committee "led to the acceptance by the Legislature of the principle of large-scale State aid for public library systems.

Beginning with a library-aid law in 1950 and growing appropriations, a network of 22 public library systems was developed, serving about 99 percent of the State's population. The State Library Division of Library Extension provided the leadership for the program, and the library served as a central resource for books not obtainable on a regional basis."[17]

The genesis for the support of legislation that provided State aid for county and multi-county library systems that was enacted in 1950 was the Watertown Project. "The five counties of New York City, plus Erie and Chemung counties, being already organized immediately qualified. Subsequently, Schenectady, Clinton-Essex, and Monroe-Wayne-Livingston were organized and qualified."[18] The 1950 legislation was historic and laid the ground work for future legislation for library systems in the State. The period 1905 to 1950 represents a 45-year history of library development in the State under the dedicated leadership of the Board of Regents, the State Education Department, and a number of distinguished library leaders who fashioned a statewide library policy and program which served as the cornerstone for further library development.

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A REVIEW OF THE BOARD OF REGENTS AND STATE EDUCATION DEPARTMENT'S REPORTS AND RECOMMENDATIONS, 1956-1983

By Miriam Braverman, Retired Faculty Member, School of Library Service, Columbia University

Looking back over the New York State Regents reports and proposals during the last 25 years puts into perspective the essential role and function of libraries for the people of New York State. Changing societal priorities, giving prominence to the private sector and acquisitive values have tended to eclipse the humanistic basis of education, culture and information - all essential functions of libraries. The New York State Regents have, over the years, maintained the humanist priorities, and have thus been an essential bulwark in protecting the service orientation of libraries for the people of the State.

PUBLIC LIBRARY SYSTEMS

With the help of the vision of public library leaders in the State, the systems form of organization for public libraries began in 1950 and was strengthened and expanded by the recommendations and proposals of the Commissioner of Education's Committee on Public Library Service Report issued in 1957. The 1957 report of the Committee on Public Library Service set standards for the proposed systems which laid a solid foundation for future development.[1] Key to the proposals was the concern that quality library service be provided to all New York State residents. At the time of the 1957 report, local support for libraries was spotty. This study and its recommendations which were subsequently adopted included standards for the structure of library systems, for qualified personnel, for State aid formulas, and the expansion of the role of the State Library in administering the program. The flexibility of the systems approach was its strength, providing for maintenance of local decision-making and funding, while enriching and strengthening library operations. Legislation was passed in 1958 which implemented the substance of the Commissioner's Committee Report.

REFERENCE AND RESEARCH LIBRARY RESOURCES SYSTEMS

The success of the systems pattern in public libraries encouraged the Commissioner to look at the problems of reference and research libraries. The 178 college and university libraries, as well as over 1,000 special libraries, in the State held a wealth of resources but were not adequatley meeting the needs of a fast-growing student population, a changing curriculum, and researchers who did not have adequate bibliographic tools and services to give them access to needed materials which might be held somewhere in the State. The report, published in 1961, which resulted from a study of a Committee appointed by the Commissioner of Education[2] recommended the "3R's" system, a network of regional reference and research library systems, with State financial aid, to make possible the sharing of resources and the providing of access for all students and faculty to the State's college and university libraries as well as access for the State's business, industrial, and research communities to advanced research resources. The Regents support of this program resulted in a legislative appropriation in 1966 establishing the Reference and Research Library Resources (3R's) program. The importance of this program cannot be overestimated, especially for the provision in depth of materials for researchers. Access to research materials unavailable in the regions now became possible, regardless of where researchers lived in the State, through the New York State Interlibrary Loan program (NYSILL) which was initiated in 1967.

In public library systems, free direct access for all persons in an area to all the libraries in a system was highlighted and underscored in a 1974 report.[3] The subsequent development of OCLC and the Research Libraries Information Network (RLIN) have provided alternate and expanded access to research materials. These new developments have been made possible through the successful use of new technology.

1970 COMMISSIONER'S COMMITTEE REPORT

The concept of cooperation, first among public libraries, then among college and university libraries, was extended by the State Education Department in a 1970 publication,

Report of the Commissioner of Education's Committee on Library Development, with emphasis upon cooperation and coordination, and including school libraries and institutional library services. One of the recommendations of the 1970 report raised a storm and died an early death - the taking over of services to children from public libraries by school libraries, but perhaps it planted a seed which was to blossom a decade later in two programs, INTERSHARE and RARE, which include school libraries in resource sharing and are described and assessed in the 1983 document, Effective Connections.[4]

The movements of the 1960's, focused on equal opportunities for minorities and the poor, were reflected in several areas of Regents' concerns. In a position paper on urban education the Regents "direct[ed] the State Education Department to develop a strategy for revitalization of urban school systems."[5]

In consonance with this objective, a later position paper, Library Service, issued in 1970, called for planning which recognized "the trend toward urbanization and the attendant problem of concentrations of disadvantaged persons living in cities with special educational and library needs; greater emphasis on independent study, continuing education and research, the growing importance of media and information services by business, industry and government and the increase in educational attainment...."[6] The Regents requested funding for strengthening library functions to cope with these developments. The support of the Regents for continuing education programs in the profession has been ongoing and are of importance to this day. Especially important for New York State residents was the Regents Planning Bulletin, Education Beyond High School, which called attention to the External Degree program proposed by the Regents, that recognized noncampus study (which became a reality) with libraries playing a key role in the educational process.[7]

The 1970 position paper, Library Service, also called for access to library services for residents of health, welfare, and correctional institutions. The blind, partially sighted, and physically handicapped had been provided a modicum of library service through the Federal government. In 1973 the State was asked for greater financial support for these services, and it was proposed that greater cooperation be developed among libraries and agencies serving this population. In each Regents publication on long-range service, beginning in 1979, service to the blind and physically handicapped, as well as residents of institutions, figures prominently. The Regents also called for strengthening urban resource libraries, service for adult learners, and strengthening of school libraries which were involved in the INTERSHARE pilot program, and interacted with library systems in the State. The 1981 proposals added a section on the effective use of technology to use personnel more effectively.[8] It is interesting to note that in their Major Recommendations of the Regents for Legislative Action related to education, libraries as a constituent part of the Office of Cultural Education are considered an essential part of the mission of Education.[9]

During the period covered in this review, the State Legislature supplemented local funding for public libraries with increasing per capita support to the systems, statutory support of the 3R's program, as well as Central Library Book Aid for book purchases, incentive grants to local communities, hospital library grant funds, collection development funds for college libraries, State aid for library service on three Indian reservations, and other monies. In addition, particularly through the Supplemental Budgets, money was appropriated for The Research Libraries of The New York Public Library, the Schomberg Center for Research in Black Culture, library service to the blind and physically handicapped, funding for library service to correctional institutions, the Jewish Heritage Collection in Queens, Langston Hughes Black Heritage Center, Puerto Rican Heritage Library, Leo Baeck Institute, and the New York State Library operations. State support for libraries in New York has, over the years, often surpassed almost all other states.

THE REGENTS AND ACADEMIC LIBRARIES

The Regents have long had concern for quality library service in the college and university libraries of the State. Since 1961, the Regents have been required by law to prepare a statewide plan for postsecondary education in the State which involves the three major sectors of Higher Education - The City University of New York, the State University of New York, and the private colleges.

Libraries are an integral part of the statewide plan for postsecondary education. In the gathering of data on the various aspects of the programs in Higher Education, information is also sought on the quality of library resources and the delivery of library and information services to the academic community. The Regents make recommendations for the

strengthening of academic libraries. Concerned for the strengthening of college and university libraries through shared resources and services, the Board of Regents included in their 1965 legislative program a bill to establish the reference and research library resources systems as reflected in the Regents statewide plan for higher education in 1964:

> The Regents recommend establishing a statewide system of regional reference and research libraries along the line described in the Regents special committee report of 1961; this should be set in motion by a pilot project for which the Regents have requested funds from the Governor and Legislature for 1965-66.[10]

The Regents in their role of establishing standards have always been concerned about the development of strong viable libraries to support education and research in the State's institutions of Higher Education. An example of concern for standards is reflected in the Regents' statewide plan for 1972:

> ...that every institution of higher education have a library that meets threshold adequacy as regards resources, staff, and facilities. Therefore, the Regents recommend in principle that the guidelines developed by the Advisory Committee on Long-Range Planning for Academic Libraries in New York State become the standards for all academic libraries in the State. While interlibrary cooperation through the 3R's Systems and regionalism is encouraged, it is recognized that the effective use of the concept of shared resources and facilities will be eroded if individual institutions do not have basic resources and facilities on site.[11]

Continuing to show concern for the academic community of New York to have access to resources through all types of libraries and the sharing of resources, the 1980 statewide plan included as one of its objectives that "By 1990, maximum use will be made of the resources of all types of libraries in New York State to support instruction and the research in the colleges and universities."[12] To bring this objective into fruition it was felt that:

> ...in order to increase access to library resources, the Department will encourage all member libraries of the Reference and Research Library Resources Systems by 1982 to participate in the regional interlibrary loan programs. Such regional interlibrary loan participation will ensure the sharing of resources by all types of libraries and, thereby, increase the availability of materials for users of college and university libraries. Commissioner's Regulations will be reviewed, and amended if necessary to further this process. To provide access to a wider range of resources, plans are being developed that will permit the New York State Interlibrary Loan Network to have a linkage with other interlibrary loan networks, thereby expanding the availability of resources to users of libraries of postsecondary education institutions.[13]

INFORMATION NEEDS OF THE 1980's

Just as the Regents addressed the problems of academic and research libraries as a result of a Commissioner's Committee Report of 1961 and the growing concern for further cooperation and coordination among all types of libraries in the Regents position paper on Library Service in 1970, the complexities of the Information Society are the focus of the 1980 Commissioner's Committee Report.

"The 1981 proposals. . .technology to use personnel more effectively."

Meeting Information Needs of the 80's. Report of the Commissioner's Committee on Statewide Library Development based its recommendations on the "demands for more services...[as] libraries are confronted with challenges of an information society, a changing population, increased concern for the unserved, and far-reaching technological advances, as well as rising costs and limited revenues."[14]

The Regents asked for the establishment of a Regents Council on Library Policy "to ensure that State library policy reflects the concerns and priorities of the users."[15] In this same report, the Regents recognize that a state system which has grown for almost 30 years requires study on how new technology can best be used by libraries, rationalization of State funding which had developed piecemeal over the years, and review of the systems operations "in terms of emerging user needs and technological development" so as to "redefine their mission."[16] The Regents' priority, as always, was that every New York resident have free and timely access through their local libraries and systems "to a

full range of informational resources and services, provided without restriction of censorship or violation of privacy."[17] It is testimony to the steadfast support of the Regents to libraries that the constituencies for library services which grew, usually spontaneously, in the difficult years when funding cutbacks began, found general support for their concerns among the Regents. Not only have public libraries benefitted from Regents' concern, but also libraries in institutions of higher education and school libraries have benefitted from their studies, recommendations, and the support needed to ensure that these programs became a reality through legislative action.

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THE EMERGENCE OF MULTITYPE LIBRARY RESOURCE SHARING: THE REFERENCE AND RESEARCH LIBRARY RESOURCES SYSTEMS AND BEYOND

By Jane G. Rollins, Associate in Library Services, Bureau of Specialist Library Services

The Bicentennial of the Regents, by its very nature, melds the past, present, and future in a rather special way. It causes reflection on the past and its achievements, it encourages careful assessment of the present, and prompts us to bring our best thinking to bear on planning for the future. All three of these processes are important for continued library development in New York and will be necessary for us to gear library services for a new era.

The past decade has been a transition period as the United States has begun to shift from a mass industrial society to an information society. It has been said that "the impact will be more profound than the nineteenth century shift from an agricultural to an industrial society."[1] Libraries have begun to feel the impact of this shift and have witnessed dramatic changes in the information needs of their users during the last 10 to 15 years. With the developing technology we have begun to respond to these new demands with improved methods of access to information, as well as with better means of document delivery. However, the emphasis should clearly be on the word "begun," because we are just beginning to understand the import of what lies ahead in the deliverance of library and information services to meet the demands in the remaining years of this century.

A decade ago, the Regents issued a series of Position Papers which were statements of policy and proposed action in all facets of education which they oversee. The eighth paper in this series, Library Service, states that libraries are an integral part of the education program of the State, and that "New York State is committed to excellence in library service."[2] New York State has been a leader in the development of library systems and services in this country. Jean Connor, former director of Library Development, has stated that "we built a structure for service."[3] The successful establishment of the public library systems during the 1950's laid the foundation of that structure.

THE ESTABLISHMENT OF THE REFERENCE AND RESEARCH LIBRARY RESOURCES SYSTEMS

The seeds of change which we are experiencing today were sown in the post-World War II years. That was an exciting period of growth and, yes, prosperity. Institutions of higher education expanded rapidly, a scientific revolution took place causing government and industry to spend billions of dollars on research, publishing grew at an exponential rate, and libraries were overwhelmed, trying to keep up with the ever increasing output of information as well as the demands for access to and use of this material.

Acutely aware of the demands being placed on the State's libraries, James E. Allen, Jr., then commissioner of education, appointed a Commissioner's Committee on Reference and Research Library Resources in March 1960. The charge to the Committee was as follows:

> To ascertain the character and source of existing and potential demands for library information services of a more advanced nature
>
> To survey the existing reference and research library facilities in the State, including the depth and scope of collections, their staffs, the policies of the respective institutions regarding use, and a summary of any efforts presently being made in the direction of formal or informal cooperation
>
> To analyze the ability of these facilities to meet the needs
>
> To review technological developments and other administrative or fiscal devices which might contribute to the solution of reference and research library problems.[4]

The findings were published in December 1961 in The Report of The Commissioner's Committee

on Reference and Research Library Resources and were as follows:

> A solution to the problem of present inadequacies in the availability of reference and research materials in New York State must be found if we are to continue our present position of economic and intellectual leadership.
>
> This solution must be based upon a total coordinated program which will include college, university, public, private, and special libraries.
>
> The State must assume a position of leadership by providing guidance and financial support while protecting individual initiative and ingenuity.
>
> The program must not only have State leadership but to make more effective use of local resources and to guide future development there must be regional organization to provide leadership at that level.
>
> The plan evolved must take into consideration two large segments of our population: (a) The college students of today who are to become the research workers and professional people of tomorrow, and (b) the research and professional people who are now expanding the frontiers of knowledge.[5]

In 1962 the Division of Library Development commissioned several regional studies to analyze the proposals set forth in the Commissioner's Committee Report.[6] Librarians met across the State in various groups and discussed means of cooperation and planned a reference and Research library program. The Regents sought legislation for funding for the Reference and Research Library Resources Program from 1962-1965 to no avail. In June 1965, Governor Nelson A. Rockefeller convened the first Governor's Conference on Libraries with the positive result that in 1966 the Reference and Research Library Resources Program was funded with a legislative appropriation of $700,000 from the Governor's Budget.[7]

Over the next two years, nine regional Reference and Research Library Resources Councils were chartered. These 9 systems overlaid the 22 public library systems, thereby building on the structure already in place. However, existing system boundaries were sacrosanct, and a reference and research library resources system could not bisect the boundaries of a public library system. Each 3R's system, as the new systems were popularly called, contained two or more public library systems within its area. The reference and research library resources systems were envisioned as strengthening the public library systems of the State by:

"The [3R's] were envisioned as strengthening the public library systems. . . ."

- providing reader access to libraries over a larger area than that served by a single public library system;
- providing reader access to other types of library collections - college, university, industrial research, and private special libraries;
- development of communication and transportation systems for effective use of regional resources;
- development of specialized subject collection in depth - in public libraries or academic or special libraries as may be indicated;
- collecting, organizing, and making available information on the holdings and current acquisitions of all reference and research libraries in the area.[8]

Each reference and research library resources system was organized under Education Law and the Regulations of the Commissioner of Education. Governance was and continues to be by an elected Board of Trustees. To ensure the multitype character of these systems the Board must include the following representation: one representative of each public library system within its region, one from the largest academic library, and two nonlibrarians from the research community. Board members are not required to be librarians, and one board had an all lay board for many years. The membership of each system included academic, public, and special libraries. By mid-1967, a multitype library network was operating statewide.

THE EARLY YEARS: 1966-1972
THE STATE LEVEL PROGRAMS

The 3R's program began as a two-level program, State and regional. The nine reference

and research library systems represented the regional aspect. At the State level, two programs were initially inaugurated to provide a statewide service which emphasized resource sharing. Beginning in May 1967, the New York State Interlibrary Loan Program (NYSILL) provided, and continues to provide, improved access to research resources through interlibrary loan after local and regional resources are exhausted. The New York State Library contracted with 12 research libraries in the State to form the NYSILL Network, and it served as the switching center for the network. Requests for the NYSILL Network emanate from a user's local library (public, academic, or special) and proceed through a hierarchical routing to the system headquarters, to the State Library, and NYSILL. Users, regardless of where they live in the State, are provided access to research material at the State Library as well as at nine private research libraries and three of the largest public libraries in the State. The NYSILL program was a logical extension of the 3R's program in the early development of the program, but as the years have passed the NYSILL program has taken on an identity of its own. It still serves a statewide resource sharing function but is no longer a 3R's program, rather it is a service program of the New York State Library.

The second statewide program was the development of a union list of serials to provide for the identification of extant serials in the major libraries of the State. It was projected as a three-phase program and was to serve as a prototype for regional lists. In 1970, Phase I culminated in the publication of the New York State Union List of Serials.[9] It included the holdings of the New York State Library and five NYSILL libraries (The American Museum of Natural History; Engineering Societies Library; The New York Public Library, Research Libraries; Teachers College; and Union Theological Seminary). Copies of The New York State Union List of Serials were distributed to the public library systems, the 3R's systems, and the NYSILL referral libraries. Budgetary constraints in the early 1970's precluded the completion of the program.

"The second statewide program was. . .a union list of serials. . . ."

THE REGIONAL PROGRAM

The reference and research library resources systems were founded because of a need for wider access to research level materials. They developed in a spirit of cooperation, and membership included the public library systems within each 3R's area and the college, university, and special libraries in the region. The reference and research library resources systems have always been service organizations rather than operating units; they began with minimal headquarters staff and do not have large staffs today. Each system operated, and continues to operate, under a plan of service approved by the State Education Department.

Because each of the nine regions had unique needs, the reference and research library resources systems did not develop as carbon copies of each other. Following are some examples of those unique needs and the programs which were established to serve them.

The Rochester region is highly industrialized; initially the Rochester 3R's had, and continues to have, a large number of special library members with a need for a translation service as well as fast patent copy service. The Rochester system responded by creating a roster of local translators and a fast patent copy service.[10]

In the METRO region it is frequently easier and faster to move people rather than materials, and that system established Central Advisory and Reference Service (CARES) - a last resort reference service which also provides location information of materials in libraries in the METRO region.[11]

The North Country, South Central, and Long Island 3R's systems were among the first to have a concern for the identification and preservation of materials, especially newspapers and local history. In 1968, the North Country 3R's published "Historical Materials Relating to New York, A Union Catalog." A revised edition came out in 1975.[12] The North Country 3R's began providing system funds for microfilming of newspapers in its region in 1969 and continues to do so. In 1970-71, a grant from the Long Island 3R's resulted in the publication of "A Catalog of Long Island Newspapers on Microfilm."[13] In the early 1970's, the South Central 3R's prepared a "Bibliography of Newspapers Published in Fourteen New York State Counties." This bibliography was published in New York History "in quarterly installments in 1971-72."[14] South Central, in cooperation with the Southern Tier Library System, provided funds for a microfilming project for local newspapers for the two-year period, 1974-1975. In 1976, "A Guide to Local Historical Material in the Libraries of South Central New

York State" was published as SCRLC Pamphlet Series #9.

The Capital District Library Council developed a union catalog of member monographic holdings and made an early commitment to cooperative acquisitions. They were aided in the latter effort through receipt of two Higher Education Act (HEA) Title II-A, Special Purpose Grants, Type C, in 1969 and 1971.

The 3R's directors showed their ingenuity and resourcefulness in supplementing system funds by applying for the HEA Title II-A, Special Purpose Grants, Type C. The Southeastern System received one in 1969, South Central in 1971, and METRO and North Country in 1972. These Federal funds aided resource development in the early years of the 3R's program. The HEA Title II-A, Special Purpose, Type C Grants were discontinued in the mid-1970's.

"Resource sharing. . .the 'raison d'etre' of the 3R's program. . . ."

There were also user needs common to all of the nine reference and research library resources systems; these included regional interlibrary loan, delivery, and union lists of serials. Resource sharing being the "raison d'etre" of the 3R's program, regional interlibrary loan programs were among the first programs to be developed. Since the reference and research library systems were not developed as operating organizations, most of the 3R's systems contracted with a large academic or public library in its region to serve as a bibliographic center to receive requests, provide bibliographic assistance, and refer requests within the region as well as to the State Library and NYSILL. The Capital District and Long Island 3R's Systems were exceptions: each established a bibliographic center at the system's headquarters. In later years Central New York and South Central followed suit. The North Country 3R's headquarters became a clearinghouse for all interlibrary requests in its region which includes the two public library systems. METRO did not have a regional interlibrary program until the 1980's.

Identification of resources is of paramount importance in the improvement of resource sharing. Since much of the research carried on within the regions was and continues to be concerned with journal literature, several holdings were a matter of great interest and need. Because the State Library was unable to complete its statewide union list project, the 3R's systems began developing regional union lists of serials. The Central New York 3R's was a leader in this endeavor. Several of the systems contracted with The State University of New York (SUNY) to incorporate their regional lists in the SUNY Union List of Serials database, and SUNY produced these regional lists. The other systems produced their regional lists through private contractual agreements. As these union lists were published and distributed to a system's member libraries, the fill rate of the regional interlibrary loan programs began to show a marked increase.

The factor which often makes the difference in an interlibrary loan program is delivery, and delivery systems were developed to complement the interlibrary loan programs. These delivery systems linked all types of libraries within a region for the first time. Some of the 3R's created their own delivery systems, while others contracted with a public library system in their area for such an expanded service. The means really did not matter, but the end result of expediting the flow of library materials within each of the systems was a positive experience in resource sharing.

THE MIDDLE YEARS: 1972-78

By the early 1970's the 3R's program was well established and networking among various types of libraries in New York had become a way of life. Funding for the reference and research library resources systems had never reached its legislative potential, and in fact was held at a status quo level for most of this period. This fact prevented the 3R's systems from branching out in new directions but did result in concentration on the major programs which had been developed in each region.

Much of the success of the 3R's can be credited to the directors of the 3R's systems and librarians across the State. They were committed to the 3R's concept and, through system committees, continuing education workshops, and working together in informal ways, built a network of service and cooperation among public, academic, and special libraries.

Programs of cooperative acquisitions begun in the early 1970's took on greater depth during this period. Most of the 3R's systems made a sincere attempt to identity their resources, build on strength, and acquire important, expensive, but frequently less used items for regional access.

Although new developments within the 3R's slowed, networking was expanding in the State and the country with the advent of bibliographic utilities, the beginnings of regional as well as a national serials database, and special Federal funding for research libraries. In 1967, the Ohio College Library Center (OCLC) was formed, but it was not until 1973 that the New York State Library began contributing records to this shared cataloging system. In the early days of OCLC many college libraries in New York State joined but only a few public libraries; however, the OCLC database became a useful tool for the identification and location of resources and was used as such for several years before the introduction of the OCLC Interlibrary Loan subsystem in 1978. Since then, the OCLC system was expanded further with subsystems in acquisitions and serials.

"In 1974 [CONSER] was the beginning of a nationally shared serials database . . . ."

In 1974 the Conversion of Serials (CONSER) project began under the joint sponsorship of the Library of Congress, the Council on Library Resources, and the National Library of Canada. It was the beginning of a nationally shared serials database, and the early data was loaded into the OCLC database in 1978. The New York State Library, Cornell University, and The State University of New York (SUNY) were among the original ten participants. The State Library established a CONSER unit and completed its initial assignment of adding serials in the letters M and N and New York State documents in October of 1979. It cooperated with Cornell to input the machine readable serial titles of The New York Public Library's collection. In 1979 the State Library announced its statewide union list of serials project, NYSER, which would concentrate on the development of a database using existing machine readable data whenever possible. During this period the 3R's systems, through the assistance of LSCA funding, began converting their serials lists to machine readable form and, as of 1982, had input about 400,000 records in the OCLC database.

The second significant development to take place in 1974 was the formation of the Research Libraries Group (RLG) by Columbia University, Harvard University, Yale University, and The New York Public Library, Research Libraries. The purpose of this group was to promote the economic development of collections and preservation and conservation techniques through a cooperative program, as well as to have more flexible access to resource material and computer-based catalog information. It was the intention of the group from the beginning to include other research libraries, and in the early 1980's the Research Library Information Network (RLIN) came into being. In addition to books and serials, the RLIN database included extensive holdings in films, sound recordings, music scores, and maps. Six of the NYSILL libraries are RLIN members. OCLC and RLIN are national bibliographic utilities, and although quite separate, they have improved resource sharing and aided collection development for libraries in New York State through the identification and location of holdings, especially monographs.

In 1976 the State Library sought to expand use of computerized literature searching for the ordinary library user, and initiated a pilot Database Program with LSCA funding. The pilot, in cooperation with the North Country Reference and Research Library System and the Western New York Library Resources Council, provided free computerized literature searches to members of these two systems, introduced librarians to the concepts involved in computerized bibliographic search techniques and library users to a new type of reference service. The pilot proved successful, training sessions were held across the State, and in 1978 a statewide database program went into effect. The program was made possible by LSCA funding, and the 3R's systems were the distributing agency for a statewide quota of 5,280 free annual searches for their memberships. The program was successful in bringing this new type of reference service and use of the new technology to all sections of the State and to users of all types of libraries. In 1984 the program began a phase-out and is operating under a policy of half subsidy; all subsidies will cease in 1985.

In the middle to late 1970's, monographic conversion began in several areas of the State. The largest regional database was developed in the METRO and Long Island areas where six public library systems formed the Metropolitan Interlibrary Cooperative System (MILCS). The goal of MILCS is to encompass the current catalogs of these systems building on the database of NYPL Branch Libraries. Other monographic conversion efforts were in the Chemung/Southern Tier, Finger Lakes, Four County, and Buffalo and Erie County Public Library system areas. These projects were made possible through LSCA grants and contributed greatly to resource sharing within these regions.

Federal funds provided another benefit to resource sharing in New York State from 1979-1982 through a Title IIC Higher Education grant to the State Library. This funding of approximately $805,000 earmarked for research libraries enabled the New York State Library to input in the OCLC database almost a half million monographic holdings in selected subject fields for six research libraries in the State - Cornell University, New York University, and the four university centers of The State University of New York Albany; Binghamton; Buffalo; and Stony Brook. Resource sharing in the State and in the country has been enriched as a result of this program.

The mid-1970's was a period of real crisis for libraries. Inflation was rampant, the economy sluggish, and library budgets experienced severe and successive cuts which brought significant erosion to book budgets. The acquisition of library materials was difficult and libraries depended on the developing networks and their various resource sharing programs and capabilities to meet the never ceasing demands of their users.

THE RECENT YEARS: 1978-1984

The year 1978 is undoubtedly regarded as a landmark year for library networking in New York State. The reference and research library systems received statutory recognition in legislation passed that year (Chapter 787, Laws of 1978) and the networking horizons of the State were widened through further legislative action which brought school libraries into the State's networking process through a pilot program. The legislation provided for the creation of two regional networks (out of a potential of nine) and a minimum of six school library systems (out of a potential of 49). The two regional networks were located in the METRO and Rochester 3R's regions, and each included the reference and research library resources system, all public library systems in the region, and several pilot school library systems. Seven school library systems participate in the regional systems, four in the Rochester Area Resources Exchange (RARE) and three in Intershare, the METRO program. These two regional networks provide intersystem resource sharing among public, academic, special, and school libraries, and link nearly 600 libraries in 18 systems.

The five unaffiliated school library systems are:

Albany-Schoharie-Schenectady BOCES School Library System

Broome-Delaware-Tioga BOCES School Library System

Delaware-Chenango-Madison-Otsego BOCES School Library System

Oswego County BOCES School Library System

Syracuse City School Library System[15]

The participation of school libraries in the networking process has not only increased resource sharing with other types of libraries but has greatly increased resource sharing among schools. Union catalogs of books and periodicals have been developed, and improved delivery of materials has been achieved.

Intershare has also developed a regional interlibrary loan program and document delivery service for the METRO area. In the spring of 1983 the Westchester Library System became the clearinghouse for METRO regional loans. RARE fit into the existing Rochester 3R's regional interlibrary loan and delivery programs, but an important contribution has been the conversion of some of the public library system's catalogs locating resources designed for use by the physically handicapped.

The new decade of the 1980's brought the need for a concentrated look to the future. In October 1980, Gordon M. Ambach, Commissioner of Education, appointed a Commissioner's Committee to assess the library and information needs, and suggested means to meet these needs as we proceed toward the end of this century. The Committee issued its report "Meeting The Information Needs of The 1980's," in 1981 and made far reaching recommendations concerning free access on the local level, resource sharing, automation, library systems, and school libraries.

Legislation passed in 1981 enabled New York's library programs to move forward toward some of these new goals. Chapter 718 of the Laws of 1981 provided collection development grants for the colleges and universities of the State, a three-part program to improve access to medical information, funds for outreach, and 25 school library shoestring grants.

The new law required colleges and universities to participate in regional resource sharing programs to receive collection development grant funds. Regulations and guidelines were developed in concert with academic librarians, administrators, and the directors of the reference and research library resources systems. In addition, each 3R's system was required to de-

velop a collection development plan acceptable to the Regents which was approved by the State Education Department. This program will provide for acquisition of substantial additional resources in all regions of the State and ensures that these resources will be shared.

"The three-part medical information legislation appropriated annual funding. . . ."

The three-part medical information legislation appropriated annual funding for an improved interface between NYSILL and the Regional Medical Library Network (RML), grant funds for rural hospitals, and 2 pilot projects in public library systems for health information programs. These funds are providing NYSILL/RML Library Service Coupons to all types of libraries through the 3R's systems which enable libraries to have direct access to the RML Network. (RML is a fee-for-service network but accepts the coupons in lieu of a fee.) Regulations and standards were developed for rural hospital libraries, and the reference and research library resources systems have developed programs which provide circuit rider services and collection development grants for rural hospitals and have brought these libraries into regional sharing programs.

In 1983 Gordon M. Ambach, Commissioner of Education, submitted a report, "Effective Connections," to the Legislature which described the third year of the school library pilot project program. The report assessed the benefits and made recommendations for future action. The report showed that resource sharing had increased dramatically and that students benefited from the program. The report also recommended "...legislation be enacted to provide in Education Law authority and funding for school library systems throughout the state and to provide...continuing authority and funding for the two regional networks...and to authorize the eventual establishment of not more than seven additional regional cooperative networks."16 The Regents have sought legislation in 1984 to permanently fund the school library programs, but as this report is being written the outcome of the 1984 library legislative program is not known. The passage of this important legislation will guarantee the establishment of school library systems and ensure that these innovative and successful programs will continue to strengthen resource sharing in the State.

The early 1980's period has been a time when resource sharing capabilities within the State have been increased via legislative appropriations. The programs initiated as a result of this funding have given resource sharing in the State an added dimension. As New York proceeds toward the middle years of this decade, networking has been achieved among academic, public, special, medical, and school libraries.

THE 1980's AND BEYOND

Multitype resource sharing has evolved in New York over the last 20 years, and technology has played an important role in that development. The computer and improved telecommunications have permitted better identification and location of resources, improved access to information, and in most cases resulted in a more expeditious handling of information.

However, the system structure which New York developed has provided the environment which has nurtured resource sharing, and the librarians in the State, through cooperation, dedication, and foresight, have provided the climate in which resource sharing has grown. As we look to the end of this decade, it seems that the system structure in New York will continue to evolve and be in the forefront of new programming endeavors. On the immediate horizon two vital programs at the State level are moving toward new directions which will involve the library systems and provide a new potential for resource sharing in New York. One is the Redesign of the NYSILL Network; the second is the implementation of a statewide automation plan. Both of these endeavors are in keeping with the major recommendations of the 1981 Report of the Commissioner's Committee on Statewide Library Development.

Technology holds much promise for the future with electronic publishing and videodisk and optical disk technologies coming into being. The communications picture remains somewhat clouded as it is still not know how adversely the divestiture of The Bell System will affect this important facet of future development in information science. However, important as technology has been, is, and will be, we must not lose sight of the fact that it is the means by which libraries may provide their essential services, not the end. To paraphrase McLuhan, the medium is not the message. In a speech last December at a seminar entitled, "Technology in Libraries," Hendrik Edeleman of Rutgers University made a statement we should ponder, "Computers are competing with people for valuable library space - it's often the reading room

versus the terminal room. More people use libraries thanks to automation, but what is needed is space for thinking."[17] It will, of course, become increasingly important for the "thinking" of nonspecialists to include technology. A recent article in The New York Times makes this very point, "...an educated person needs to know not only about traditional areas of knowledge, the humanities, the social sciences, and natural sciences, but also about the methods, values and thought processes of engineering and applied science."[18] The president of the Sloan Foundation stressed the importance of preparing students for living in a "society saturated with technology and technological issues," and the Sloan Foundation is making approximately 5 million dollars available at three dozen colleges to introduce knowledge of technology to the liberal arts curriculum.[19]

Libraries have played an important role in formulating the social, economic, and educational fabric of this State and nation in the past, and as we move forward into The Information Age they will continue to be the information places. Technology will not only provide libraries an improved means to access information but also enable better service to users; libraries are increasingly becoming the places where people acquire knowledge of "how to" use the technology. Libraries and resource sharing are an integral part of the infrastructure of this State and nation.

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METRIC WEEK
OCTOBER 7-13, 1984 AND OCTOBER 6-12, 1985

October 7-13, 1984 has been proclaimed METRIC WEEK in New York State by Governor Mario M. Cuomo. This coincides with National Metric Week, so designated by the National Council of Teachers of Mathematics, in cooperation with the United States Metric Association, the American National Metric Council, the National Education Association, and many other interested organizations.

METRIC WEEK has been changed from spring to fall. It is now the week that includes the tenth day of the tenth month each year. This allows teachers to start metric activities early in the school year and then continue metric measure throughout the year. Next year it will be October 6-12.

Agencies to contact for more information include:

American National Metric Council
5410 Grosvenor Lane
Bethesda, MD 20814

State Metric Council
N.Y.S. Department of Agriculture & Markets
Bureau of Weights and Measures
Building 7-A, State Campus
Albany, NY 12235

Metric Committee
New York State Education Department
Room 306 EB
Albany, NY 12234

U.S. Department of Commerce
Office of Metric Programs
Washington, DC 20234

SCHOOL LIBRARIES IN NEW YORK STATE: THEIR ROOTS

By Beatrice Griggs, Chief, Bureau of School Library Media Programs, State Education Department

A bicentennial commemoration is a natural time for reflection and projection. The 200-year record of New York State as a "State of Learning" is illustrated by significant events of State and national importance and leadership. More such events will occur in the future. The history of school library development in New York is marked with fascinating occurrences and actions by the Board of Regents, State Education Department officials, Governors, and Legislatures. Not surprisingly, the past had its ups and downs, starts and stops. A review of historical records also shows that some philosophy, concerns, and problems continue today. This article traces some of the early interesting and significant features of school library development of which most people probably are unaware. Much of the information is gleaned from scrapbooks and files apparently organized by Anna Clark Kennedy, supervisor of school libraries, State Education Department, 1931-1961, and located in the Bureau of School Library Media Programs office.

TAX-FUNDED DISTRICT LIBRARIES

"The State of New York was the first government in the world to establish a system of free libraries to meet the needs of all its people." Thus begins a 1920 article, "School Libraries, Their History, Development, Present Purpose and Function in Our Educational System," by Sherman Williams, chief, School Library Division. Several of the events noted below are cited in the Williams article. The importance of books for use in schools was mentioned to the Legislature in 1812, but it was not until 1832 when, under the leadership of Governor DeWitt Clinton and John Dix, superintendent of common schools, the Legislature passed a law permitting the taxpayers of each school district to levy a tax "not exceeding $20 for the first year for the purchase of a district library consisting of such books as they shall in their district meeting direct, and such further sum as they may deem necessary for the purchase of a bookcase."[1] Further, a tax not to exceed $10 could be voted in subsequent years to add to the library. The clerk of the district, or another person designated at the annual district meeting, was to serve as librarian and operate according to rules established at the meeting. The 1835 act established a foundation for school district library development, but little implementation occurred.

In 1838, the Legislature enacted a law which provided the real beginning of the library movement. Perhaps it is not surprising that the movement occurred when State funds supported the effort. A sum of $55,000 was made available for annual distribution to the common schools. For the first three years the funds were for "the purchase of a district library." Thereafter, district inhabitants could appropriate the allotment for "a library or for the payment of teachers' wages." Matching local funds were required after 1839.

Superintendent of Common Schools Dix in 1839 stated:

> Common school libraries are in the strictest sense institutions for the benefit of the people.... The children of wealth will always be supplied with books from their resources, but the children of those who are unable to purchase libraries must, at the termination of their common school course, be deprived in a great degree of the means of improvement unless public libraries are established and placed within their reach.... An intellectual and reading community is far more secure against the prevalence of vice and a taste for the grosser gratifications than an unenlightened community.[2]

Obviously, despite the reference to young people, the prime intent of the district libraries was to serve the public.

In 1848, Governor Hamilton Fish reported to the Legislature that "Upwards of 1,300,000 volumes have already been distributed carrying the means of mental culture into every portion of our widespread territory."[3]

Superintendent of Common Schools Christopher Morgan in 1849 said, "Selections for the district libraries are made from the whole range of literature and science... with the exception of controversial books...."[4] - an interesting comment on the times and view of

library selection policies. The laws of 1851 eliminated the local matching of State funds to be used for library purposes and permitted the funds to be used for furnishings or salaries. In 1852, all but about 1,700 of the 11,239 districts used the library money for teachers' salaries.

District libraries rapidly declined after 1853. In spite of the State funds, the reasons for the decline were basically the same as pre-1838: the real focus was on adults, although some attempt to serve as both public and school library was made; the library was usually in a private building, often the librarian's house, and access was difficult; the librarian usually was not the teacher and often had no interest or qualifications for the position; records of acquisitions and loans were poor or nonexistent; selection of books was poor in general and particularly poor for young people. The district libraries came under increasing attack as an admirable idea but one whose time had passed. In 1853 the libraries contained 1,604,210 volumes, but in 1888, only 737,716 although $50,000 per year continued to be appropriated.

". . .real beginning of the library movement [State funded in 1838]."

Andrew S. Draper, State superintendent of public instruction, in a December 1, 1888 letter outlined the history of the 1838 legislation and the problems, proposed some alternatives, and invited reactions and suggestions. The communication was apparently sent to leading librarians and educators in and out of the State. Original responses from William F. Poole, Newbery Library, Chicago; J. N. Larned, Buffalo Library; and F. M. Crunden, St. Louis Public Library can be read today. The discussions continued until 1892 when another landmark law was enacted. It is noteworthy that Melvil Dewey became state librarian and secretary to the Board of Regents in 1889 and combined forces with superintendent Draper.

LIBRARY SERVICE SPECIFIED FOR SCHOOLS

School libraries had their real beginning in 1892. The Laws of 1892 required that 1) the district library be housed in the school and be considered a school library, 2) a school librarian who was a schoolteacher be responsible for care and use of the library, 3) the district raise as much money for library books as it received from the State, 4) the approval by the State superintendent for public instruction of books for purchase prior to receipt of State aid, and 5) annual reports be made to the state superintendent. The law specified "Said school libraries shall consist of reference books for use in the schoolrooms, suitable supplementary reading books for children, or books relating to branches pursued in school, and pedagogic books as aid to the teacher...."[5] Further, "The school library... shall be kept in the school building at all times and shall not be used as a circulating library... Teachers and school officers or pupils with the leave of the librarian may borrow... any book not needed for reference in the schoolroom but such persons shall not borrow more than one volume at a time and shall not keep the same more than two weeks."[6] This law became a model for other states.

> Sherman Williams comments on the law:
>
> But as distinct as the advance there was not indication of a broad vision of the purposes and possibilities of a school library. The class of books approved covered a very narrow field and left out of consideration the most important function of the school library, that of training the pupils to form the reading habit, and the habit of reading books of an inspirational character.[7]

Library education was emerging during this period. Melvil Dewey's library school established at Kings College (now Columbia) in 1887 moved to Albany with him in 1889. The first professionally trained librarian in a school in the U.S. was Mary Kingsbury at Erasmus Hall High School, New York City in 1900. In 1903, Mary E. Hall was appointed librarian at New York City's Girl's High School. Other such appointments occurred across the State, primarily in academic high schools. Laws enacted in 1914 specify that the employment of a librarian possessing qualifications prescribed by the commissioner of education may count as a teacher in cities or union free school districts maintaining an academic department or high school. An English teacher was to be "librarian" if no trained librarian was appointed. In all other districts a "competent person" could be appointed librarian.

School librarians were first certified in 1918. The office responsible for school libraries issued the certificates until 1935 when Teacher Certification assumed the task. Certification requirements have been revised at least a dozen times since 1918. As local educational programs and school organization changed, teaching qualifications and library and teacher education programs were upgraded. The school librarian as a member of the teaching staff with equal status with other teachers has been a State principle since the 1930's.

Beginning in 1905, the Legislature appropriated a lump sum for the educational work of the Education Department including support of the school libraries. Each high school or academic department of a union free school was allotted annually $250 for library books and apparatus. Each district was allotted $18 plus $2 for each teacher employed for library purposes. Both allotments were available only when matched by local funds and proper application made. State support and incentive continued until July 1, 1930.

PROCEDURES

Handbook 30: Care of School Equipment (1909), issued by the School Library Division for several years, was the definitive handbook for library operation. In addition to the governing law, still basicaly the same as the 1892 law, Handbook 30 outlined specific instructions for selection, purchase, record keeping, accession, classification and cataloging, shelving, loan records, care of books, book cases, inventory, accessibility, and use of the library.

In 1909, the Regents in an attempt to encourage more systematic care of books and libraries ruled that schools with academic departments and private academies with large libraries had to have an accession book to be eligible for State funds. In 1919, the Regents expanded the requirement to include a loan book, satisfactory charging system, and provision for care of books. The 1912 Handbook 30 states:

> In every large school building the plan of whose construction is modern, there is a library and reading room, well-lighted, pleasant and easily accessible to all, and large enough to contain all the books, one or more tables, chairs, a librarian's desk, etc. This is a quiet, attractive room where pupils can come to consult books of reference or otherwise to supplement the ordinary preparation of lessons. Individual research here is training of the most valuable kind....
>
> It is highly desirable that pupils should be allowed to see and handle books freely, provided that they do not abuse the privilege.[8]

The concept of an attractive, well-stocked, central library facility and the importance of supplementing regular instruction and encouraging student research still stands today, although what constitutes accessibility has changed! School libraries were still basically non-circulating collections.

During this time of State incentives and developing school libraries, the Department continued to approve all library expenditures. Numerous bibliographies to assist wise selection

"School librarians were first certified in 1918."

of books and use of public funds were prepared and distributed by the School Library Division and its successor offices. Some of the bibliographies' titles include:

> Handbook 22: Secondary Education: Suggested Lists of Reference Books and Apparatus Adapted to Science Courses Outlined in the Secondary Syllabus of 1910 (July 1910)
>
> Handbook 25: Elementary Education: List of Books Suggested for the Use of Teachers and Pupils to be Used in Selecting Books for School Libraries (August 1910)
>
> Handbook 4: Secondary Education: Suggested Lists of Books and Help for the Use of History Classes and History Teachers in Secondary Schools (June 1911)
>
> Annotated Book List for Secondary School Libraries: English Section (1914)
>
> List of Books Suggested for First Purchase: Secondary School Libraries (1925)
>
> Suggestions Made for Libraries in Small Elementary Schools (1929)
>
> Aids in Helping toTrain Pupils in Elementary Schools Like Good Literature (1913)
>
> An Annotated, Grade, Classified and Priced List of Books Suitable for Elementary School Libraries with Some Suggestions in Regard to the Use of School Libraries (1913)

The role of school libraries in relation to instruction was evident.

Early guidelines for selection were specified in the 1911 Handbook 4 related to secondary school history and provide further evidence of the purpose of libraries of the period.

> The ideals of modern teaching demand libraries for history and laboratories for science, but the value of both laboratories and libraries in the secondary school depends not so much on size and completeness as on careful selection and

skillful use... In making these lists, two simple principles have been followed and they are submitted for consideration and criticism.

First test: utility. Is the book one that pupils will read spontaneously? Is the book one from which the teacher can select inspiring passages that will lead to higher levels of thought and acquaintance? Is the book helpful to the teacher in preparing for recitations? If a reference book is under consideration, are its stores of information accessible to the pupil or are they buried in the depths of advanced scholarship?

Second test: character. Is the book a proper teacher, entertaining or aspiring, free from impure suggestions, vulgarity, and narrow sectarianism?

.....

Of first importance in the history libraries of secondary schools are collections of five or six of the latest textbooks (for reference) in each field, an atlas and at least one standard handbook. Second in importance is a small collection of the source material and other books required for readings in each field. Third, there should be a selection of well-written biographies, of popular works that illuminate special periods, phases and events and of such historic fiction as supplies a true historic background for some period. Least important are those many volume standard histories that terrify by their size and weary with details.[9]

Maps, pictures, and lantern slides were listed in addition to books. It is interesting to note that the Department had a Division of Visual Instruction from which lantern slides could be borrowed.

ORGANIZATION OF SCHOOLS INFLUENCED LIBRARIES

Organization of the schools in the State started changing in the early part of the century as the thousands of small school districts were encouraged to centralize. Centralization of school districts as generally known today occurred primarily after World War II. In those earlier years, categories of schools were designated. An academic or high school had to have a library of a given value before a charter could be granted. By 1915, there were more than 600 high schools or academic libraries of 1,000 plus volumes, and the average was 1,500 volumes. Fifteen hundred volumes, with the periodic addition of a few hundred volumes, was believed completely adequate for most schools. Monetary value of such a collection was less than $1,500.

A major national benchmark in the development of school library programs was Standard Library Organization and Equipment for Secondary Schools: The Report of a Committee of the National Education Association on Library Organization and Equipment. The Committee was chaired by C. C. Certain, chairman, English Department, Case Technical High School, Detroit. Mary E. Hall, librarian, Girls High School, Brooklyn was a member of the committee, and librarians at Olean and White Plains High Schools were among the pre-publication reviewers. The report was published and distributed by the State Education Department in 1920 according to the cover letter to "every high school principal, district superintendent, normal school teacher and librarian (both school and public)." The standards addressed junior high schools, and high schools, and senior high schools with enrollments less than 200 up to 3,000. Categories within the standards concerned housing and equipment, the librarian, scientific selection and care of books, instruction in the use of books and libraries, annual appropriations, and state supervision of school librarians. Many of the basic principles are appropriate in 1984. The 1928 Regulations of the Commissioner of Education setting forth minimum requirements for school libraries and employment of librarians in New York were obviously guided by the "Certain standards," as the Report became known. These regulations were modified in 1974 and are the current Commissioners Regulations, §91.1 and 91.2, minimum requirements.

Elementary or grade schools were not forgotten in the early days. The emphasis of many publications on the secondary school library was primarily due to the realities of the manner of school organization. Early focus in elementary schools was on the development of classroom libraries. For example, a New York City Bureau of Libraries was established in 1903 under a superintendent of libraries, Claude G. Leland (who served until 1943). Within a year, 8,000 classroom libraries and a teacher's reference library in each principal's office were organized. Central elementary libraries were begun in 45 New York City schools in 1916-17.[10] The concept gradually spread, although many schools had only room collections as late as the 1960's.

A prime purpose of all school libraries, but particularly those for younger pupils, was to

promote the development and habit of reading. L. O. Wiswell, school library inspector, in School Libraries and Reading revised in 1905 from his original 1896 report, stated:

> Works of reference are exceedingly useful, and no really good school undertakes to get along witnout at least a dictionary. Still, as Mr. Hutchins said in the NEA Library report for 1899, "The child must get the reading habit before he gets the study habit, and if the teacher must choose for first purchase between a few entertaining and inspiring stories and a few books of information like cyclopedias, she should choose the former."

By the second decade of the century, elementary school libraries were receiving considerable attention. Note the 1910 and 1913 bibliographies listed above. The focus on development of the reading habit was furthered by Teachers Reading Circles and Pupils Reading Circles from about 1910 and "A Course in Library Reading For Pupils in Elementary Schools," prepared by a Committee of the State Association of District Superintendents and published as "A Reading Course for the Elementary Schools of the State of New York" in 1916. A pupil would receive a State certificate if 50 or more books were read. At least three books from each of several categories were to be read, and not more than one-half of the total could be fiction. These certificate programs were administered until about 1920 with their success not surprisingly directly related to the general concern for school libraries by the district and teachers. In spite of the advances, a 1920 report indicates that over 3,500 districts had not bought library books in the past five years or more. Nevertheless, over 40,000 certificates were awarded.

The late 1920's and early 1930's saw several Department publications and communications urging the establishment of elementary libraries and providing guidelines for them. Among the papers are "Directions for Organizing and Administering the Book Collection in Rural Schools and in Elementary Classrooms" (1934); "Suggestions Made for Libraries in Small Elementary Schools" (1929); "Elementary School Library-Objectives" (n.d. - about 1930); and "Suggested Standards for the Library in the Elementary School" (1932). The latter publications emphasized central libraries supplemented by classroom reading centers.

Bibliographies to guide local selection continued to be published even after State funding and required approval of purchases ended in 1930. Some of the selected lists reflect concerns of the time. Among the lists are: "Good Ten Cent Books for Children" (1932, 1934, 1938); "Social Studies in Elementary Schools" (1939); "Europe Today and Yesterday: Some Books Useful for Understanding the Present Crisis" (1939); "Books: Essential Weapons for Victory: A Selective Bibliography Intended for Use in Maintaining Morale, in Assuring Effective Civilian Defense and in Extending Democracy" (1942); "Books for Children with Seriously Defective Vision" (1939); "Guidance" (1935); "Reference Books for Elementary Libraries" (1944); "Reference Books for High Schools" (1944). Several of the above bibliographies were prepared in cooperation with other Department staff members, or by school librarians, and by the School Libraries Section of NYLA.

"The philosophical foundation . . .carries forward today."

It has been apparent that some responsibilty for school libraries existed at the State level. A review of leadership is appropriate.

STATE-LEVEL SUPERVISION

Apparently part of the early work of school library supervision was carried on in the 1890's and the early 1900's by the inspector of libraries in the Department of Public Instruction. Undoubtably this position was demanded by the State funding for local schools and the book approval and reporting requirements. A Division of School Libraries was authorized by the Regents in 1905. The recorded rationale for the Division was the recognition of the value of the school library as a school essential and as a teaching agency, the need for supervision of the libraries, and the need for interpreting school library values to other schools. Between 1924 and 1937, following the elimination of the Division, the two supervisors of school libraries were transferred to the Division of Library Extension, State Library. Direct relationship with instructional programs was reestablished in 1937 when one of the supervisors was transferred to the Division of Secondary Education, and the other to the Division of Elementary Education. From 1955 to 1965, the two supervisors were assigned to the unit on English Education to work under the general direction of the supervisor of that unit. Records show that these were difficult years for Anna Clark Kennedy (secondary) and Ruth

Evans Babcock (elementary). Downward reclassification of position and lack of clerical assistance or adequate working space at a time when schools and school libraries were at their peak of expansion were demoralizing. Yet, records also show that the two women provided high quality service and contributed much to the development of school libraries and library education. The New York Library Association and its School Libraries Section pressured the Department from at least 1957 to remedy the situation. Miss Kennedy retired in 1961 leaving only Mrs. Babcock to supervise school libraries until her retirement in 1963. A "high level" unit promised in 1962 was not established until 1965 when the Bureau of School Libraries was formed. Frank Stevens, now chief, Library Education Resources and Research, U.S. Department of Education, joined the English unit as assistant school library supervisor in 1964 and became the first chief of the Bureau of School Libraries. One can only speculate on what might have occurred if the Elementary and Secondary Education Act of 1965 with its Title II for school library resources and funds for staff had not arrived on the scene. The current designation of the office as the Bureau of School Library Media Programs occurred in September 1982.

There are numerous other milestones that could be noted, space permitting. Nevertheless, it is evident that school libraries in New York have a long tradition. Some concerns of the past are still present, but much growth has occurred. From those 1,604,210 volumes reported in 1853, collections of over 40 million exist in approximately 4,000 public schools today. Programs for students and teachers have expanded in ways that some of the early proponents would not have dreamed (or perhaps approved!). The philosophical foundation that a school library is directly related to reading and instruction and offers students and teachers important opportunities beyond just a classroom and textbooks carries forward today. In 1984, school libraries stand on the threshold of more history-making times. The anticipated statewide expansion of the school library system concept, piloted since 1979, the Regents Action Plan to Improve Elementary and Secondary Education Results, and the fast-moving developments of technology and its application to instruction and library service are among the factors that foretell a future unlike the past in some ways. Yet, while the future may differ, it will incorporate and expand the foundations of the past to meet the needs and opportunities of the future.

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THE REGENTS AND THE PROFESSIONAL LIBRARIAN

By Gerald Shields, Assistant Dean, School of Information and Library Studies, SUNY at Buffalo

Certainly, it can come as no surprise to any practicing librarian in New York State or in any other state with a similar configuration in the control of professional librarian standards under the education department, that very little attention is paid to the professional practitioner. Throughout the history of the growth and development of library services in the United States, it has been the concern for the standards of service and materials that has been the dominant preoccupation of government. To carry this observation one step further into a perspective, it can be said of the societies and associations built by the librarians that the concern for professionals has been minimal in comparison with the attention paid to the services and collections in libraries. Such an observation, at first reading, may seem to be a denigration of the role of a group such as the Regents or an association such as the oldest state association dedicated to libraries, the New York Library Association. However, one must remember that the institutionalizing of the professions had only begun to appear as libraries became one of the many tools designed by this optimistic democracy as a social change agency. Librarians were, primarily, scholarly men who were interested in some form of bibliographic control. When Governor DeWitt Clinton appointed a well-known Albany bookman and pub-owner to head up the newly created State Library in 1818 there was no outcry that a professional had been overlooked or was needed in the job. The appointee was about as accredited as was wanted for the times.

The State Library was not, then, under the control of the Regents of The University of the State of New York. Instead, the trustees were composed of the governor and some other elected and appointed officials. You most likely can anticipate the result of such an arrangement. The position, with its $500 annual salary, soon became a patronage plum. Through the growing stacks of the State Library moved such august librarians as a former deputy sheriff and a political satirist and newspaper columnist. Perhaps the topper was the last one under this trustee group: an Albany grocer, who during the War of 1812, distinguished himself by burning and pillaging Canadian libraries.

1844 STANDARDS FOR STATE LIBRARIAN

The legislators of the time seemed to rankle under this mismanagement and its farcical results. In 1844, a joint committee of the Legislature recommended that some standard be set for the position of state librarian. They called for a person to be selected " 'with reference to his taste and knowledge of books.' " They went on to point out a few other stipulations that most likely reflect their frustrations as 1844 users of the State Library, as Roseberry has quoted from their report:

> If a suitable person, he would greatly relieve the trustees and the joint library committee in the performance of their duties, and he would be enabled, for his constant attendance and supervision of the library, to make from time to time suggestions of much value to its interests, advancement and proper regulation. He should be required to be constant in his personal attendance upon the library, and should not be permitted to leave the performance of his duties in the hands of others, without the consent of the trustees; he should be required to see that the books are restored to their proper places upon the shelves at least once each day.[1]

Although those standards were not adopted, the committee's recommendation that the library become the responsibility of the Regents caught the fancy of the Legislature and apparently the elected officials that currently served as the State Library Trustees, so that such a change became law on May 4, 1844. The Regents were also aware of the recommendations made about the position of librarian. They replaced the incumbent almost immediately with an administrator who was willing to stay on the job until a qualified person could be found. The composition of the Regents with 22 members and 3 ex-officio was such that they knew they were looking for a scholar as a librarian. They chose a well-known and highly regarded poet and editor, Alfred Street. This scholarly man was noted for being meticulous and demanding of staff while being interested in the development of the State

Library as a research center. Street convinced Henry Homes, a prominent historian, to become assistant librarian and eventually take over supervision of the General Library. Under this combination some of the major acquisitions and expansion of service concepts took place.

LIBRARY SCHOOL AT STATE LIBRARY

Such expansion caused housing problems that at times approached the proportions of a major disaster, but it wasn't until 1888 that the Regents were in a position to effect profound changes that were to include their most significant influence on the development of the professional librarian. They sought out and hired one of the most influential promoters of library service the profession had known up to this time, Melvil Dewey. One has to speculate, rather incredulously, at what moved these Regents to be so interested in this man, to accept him, and to bestow an amazing amount of judgmental independence upon his operation. He had started a library school at Columbia University using no little amount of duplicity and insubordination to gain his ends which included getting women into the program and on the campus at a time when it was exclusively a masculine preserve. Yet, the Regents eagerly agreed that Dewey should bring his library school with him when he came to Albany to run the State Library. Was it eagerness on their part to keep Dewey happy or was it his requirement that the students work without pay in the Library as part of their training? We can only guess.

". . .1888 that the Regents were in a position to affect profound changes. . . ."

Dewey was constantly under fire from a battery of critics. Some did not like the hucksterish methods he used to promote his decimal classification scheme. Some resented his promotion of the bicycle in his library publications while others objected to his zealous promotion of an abridgement of the spelling of English words. Yet, the Regents hired him as a consultant for the move into new State Library quarters, seemingly as a method of helping him ease out of the situation at Columbia where he was about to be fired and his school closed. Once appointed, Dewey continued to supply loads of grist for the opposition mill. His fashionable and expensive mansion was attacked as being too much for a mere librarian until he proved that practically every brick was heavily mortgaged. There was talk about his requiring copies of his classification scheme published by his company, Forest Press, to be used by students until they learned that there was no cost to the students. The only time that the Regents seemed to have taken exception to his actions was when he changed the spelling of his last name to Dui. They made him put it back the way it was.

In addition to the library education program, one other aspect of his appointment as state librarian should be noted. He was named as secretary to the Board of Regents. The post included the duties of a finance officer. Had not Dewey's career ended in scandal and a political battle over the creation of a State Education Department under the direction of the Regents, it is possible that this influential position might have been retained in some form with its direct access to the deliberations of this influential group. With the creation of the SED and the unfortunate scandal over the antisemitic policy of the Lake Placid Club, Dewey was forced to resign in September 1905. The general support and free hand he had enjoyed for 17 years under the Regents supervision can be viewed as a "golden age" for library development in New York. The service patterns and philosophies that blossomed during this period kept New York in the vanguard of library development for decades to come.

". . .a 'golden age' for library development in New York."

The library school did not close with the departure of Dewey. It continued to operate and must be cited as the greatest single contribution made by the Regents to the recognition of the librarian as a professional practitioner. True, the program began as vocational in content although it was within a "university" structure. The curriculum was designed to provide "practical" experience in a library. Literally the student was trained in all of the physical steps necessary to acquisition, process, store, retrieve, and preserve library materials. There was little intellectual content to the program. Yet, by requiring higher education credentials for entry into the program it developed a basic intellectual status of its own. Dewey was pro-feminist at a time when it was not fashionable to be so inclined. Yet, the social strata of the age peeks through in his explanation as to why women were suited to the task:

> It's not nervous work, like the school teacher's, and doesn't push a timid girl into

contact with the rough side of the world such as a woman in business has to endure...[2]

The School began offering a bachelor's degree in 1889 and by 1902 had progressed to a graduate program. One must understand the enormity of what had been accomplished in this State agency under this policy. This was in an age when women had a difficult time to get beyond grammar school and, certainly, the majority of the population still considered a high school diploma as a "higher" education. The doorways of many school buildings still bear the marks of the segregated policies on education with inscriptions of "girls" over one and "boys" over the other. Yet, here was a program, with predominately women in its enrollment, that required a bachelor's degree before entering the program. It was this pattern that was to distinguish library education from some of the other feminine career fields, e.g., elementary education.

It was the graduates of this program and its philosophy that fanned out across the United States and founded other programs of education for librarianship: Drexel in Philadelphia, Pratt in Brooklyn, Amherst College, the Armour Institute of Chicago, and the program at the Los Angeles Public Library. The graduates of the Albany program were often the leaders in other areas of the nation in the development of services that had been part of their training at the New York State Library: interlibrary loan, bookmobile services, the state library as a back-up resource, regional cooperative programs, extension services, depository libraries, and children's services are just a few that come to mind. It was also the graduates of this program who were active in the New York Library Association and the American Library Association in those early years when the formation of policy and standards were so vital to a struggling profession.

By 1926 it had become clear to the Regents that to continue the library school was impractical and not consistent with current practice. The Regents were really in the business of chartering educational programs, not actually conducting them. When Columbia University received a large Carnegie Corporation grant to establish a program of education for librarianship it was a case of the right time and the right place for the program that Dewey founded in Columbia, which had been supported in Albany for 40 years, to return to the place from which it had so hastily exited. This time there was no concern for the fact that women were the dominant enrollees. By their support, the Regents had set the pattern that has been growing in reinforcement to this very day which requires librarians to receive formal training within a program of higher graduate education to qualify as professionals. They have backed up that tenet by establishing certification requirements that call for the same standards.

CURRENT RELATIONSHIP "BENIGN"

It is here that the "benign" relationship of the Regents and the professional librarian rests. Through the regulations of the commissioner of education there are certification requirements for school library media personnel and for public librarians. The academic librarian or practitioner in any other type of library is not required to have state certification. The academic librarians have been pushing for academic rank and status within their own institutions and have not fared too well in the process. Within The State University of New York system it seems to be only an item for possible collective bargaining except that the United University Professions seem not to be interested in the librarian's status and rank. In the private sector there has been little push to seek state certification; instead, the more sophisticated agencies will hire a Master's degree librarian while the others keep trying to do the job with secretaries and graduates from the typing pool.

Is the relationship of the Regents and the professional librarian to continue in this state of what might be called "benign" neglect? There is only one answer to that question as of this writing, yes. Since Melvil Dewey turned in his resignation, the influence of library issues and librarian practice has been on the decline as the Regents turned their attention to their captive audience, the elementary and secondary school programs which became big business after the end of the second World War. It is easier to deal with such a huge and sprawling activity that ties up so much of the revenue than to find time for the cradle to grave potential audience in libraries. The fragmentation of library interests has not served to bring the Regents into focus as to their potential influence on library service in this State. School library media concerns are predominantly in a subsection of the SED while academic and public library services are in the State Library. The very fact that budget support is different makes it difficult for the Regents to hear one voice.

POSSIBLE FUTURE INFLUENCE

As the Regents celebrate their unique position in the history of this State and nation, they

should also be taking stock as to where and how they might make important contributions in the future. From this vantage point, it would seem that it is in the field of librarianship education that the Regents can again find their most productive and rewarding influence. It is ironic that this is a call for them to return to the arena wherein they scored their greatest influence on the development of library service. Libraries need to be able to move into a program of internship that allows the librarian the opportunity to develop a broad range of experiences while applying theory to practice. The Regents can pioneer in establishing a statewide program of institutions offering internships for those in approved programs of education for librarianship. Such a program in cooperation with the State and the participating institutions could well be based upon the satisfactory arrangement that Melvil Dewey had between his school and the State Library. In other words, as hospitals profit from internships, so should libraries in this State.

"The Regents. . .concerned [about] support of education in librarianship. . . ."

The Regents should also be concerned in developing a program of support of education in librarianship through the establishment of fellowships particularly aimed at attracting needed minority representatives into the field. There is also a need for fellowship programs that will attract the needed technical and scientific-based individuals into the field. It is the particular interest of this writer that these fellowships be worked out as a new version of workstudy that would allow libraries in this State to recruit individuals to work part-time and study part-time until a degree is obtained. Such a program could bring about the needed change in personnel and services so often wanted but seldom accomplished because of a lack of remunerative positions and a dearth of people talented enough to fill those few positions that do appear.

Yet, all of this does not rest upon the Regents. It falls to the librarians of this State to bring their concerns forcefully to the attention of the Regents. The deterioration of the State Library in staffing, resources, and services has been devastating these past 10 years. Only the combined voices of the practitioners in New York is going to reverse that trend. The lack of professional librarian visibility in the schools, the colleges and universities, and public libraries subject to certification by the Regents and then "certification" by the various county Civil Service Commissions is a responsibility of the librarian through change via the legislative process.

It may be significant for the professional librarian and the Regents of The University of the State of New York that the New York Library Association recently created a unique committee on professional status. As far as it is known, this is the only committee of its kind in either a state or national association devoted to studying the status, development, and standards of all librarians regardless of the type of service or the institutional source of support their professional duties embrace. This could be the wave of the future wherein a new and unified voice will emerge from the professional library associations helping such policy bodies as the Regents gain new insight into the influence needed to improve library services through the strengthening of the professional librarians' ability to perform at the top of their proficiency. The precedent is there for the Regents to re-establish their predominance in the field of influential and innovative library and librarian development. We can only hope that they pick up the challenge before it is too late.

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INDEPENDENT LEARNERS, LIBRARIES, AND THE REGENTS

By Barbara Shapiro, Principal Librarian, General Reference/Education, Advisory Services Department, Mid-Manhattan Library, The New York Public Library

The goal of independent learner services is to link people with the world of learning opportunities through the creative use of library resources. This goal is an outgrowth of a long history of library involvement in adult education and of recent developments in adult education and librarianship. New York State has played a leading role in developing independent learner services, integrating older approaches to the delivery of adult education services with newer concepts. Today all 22 library systems in New York State have learning services in which librarians skilled in working with adults develop information resources to enable learners to participate in a wide range of learning opportunities.

Central to these services is the idea of the library as an active partner in the educational process. To be sure, the library has been involved implicitly in education through making available a basic collection and basic services, by functioning as the "people's university." Developing a more active educational role has been a relatively new direction which has grown slowly throughout the country. In New York State, the last ten years have seen the creation of services that make the library more of a partner in fulfilling needs and goals of the adult learner.

THE UNIVERSITY OF THE STATE OF NEW YORK

New York State's libraries, elementary and secondary schools, colleges and universities, and professional schools are all part of the unique educational system which comprises The University of the State of New York. The University of the State of New York, governed by the Board of Regents and administered by the State Education Department, extends far beyond traditional educational institutions. The Regents license and oversee the activities of some 31 professions in addition to establishing criteria for chartering libraries, museums, historical societies, and other cultural agencies. Through the State Education Department, The University also provides educational services directly through public television councils, the State Museum, the State Library, the State Archives, the Office of Vocational Rehabilitation, summer schools for the arts, and the Regents External Degree Program.

The mission of The University of the State of New York and its members is to provide the broadest range of educational opportunities, programs, and services to the State's residents and to foster the use of educational resources in the State's cultural, scientific, and economic development. This comprehensive educational system comprises New York's "State of Learning."[1] The Legislature established this system in 1784, recognizing that education was crucial in furthering the social and economic goals of the State. As the State and the educational system grew, the primary focus was upon education for children and young people. In the early 1970's increased attention was turned upon the education of adults.

ADULTS' LEARNING NEEDS

At that time, technological changes were forcing adults to continuously upgrade their job skills, economic upheavals were forcing many adults to retrain for new fields, and the desire for greater personal satisfaction encouraged adults to improve or change their careers. Many adults found themselves without a basic education or needed skills while new immigrants found themselves without an adequate knowledge of English. To identify what people wanted to learn and what help they needed, the State Education Department conducted a survey of learning needs among adults. The results showed that people needed information about learning opportunities and counseling to help them select the most appropriate of such opportunities.

The conclusions of the survey coincided with a report from the College Entrance Examination Board, "Forty Million Americans in Transition," on adults and their learning projects. "Forty Million Americans" concluded that information services were vital if adult learning needs were to be met. At this time the C.E.E.B.

Office of Independent Study Projects received a grant from the U.S. Office of Education to train librarians across the country in the development of library services to meet the education/counseling needs of adult learners. Eleven individual public library systems within a number of states

". . .people needed information about learning opportunities. . ."

and one state, New York, participated in the project. The C.E.E.B. project allowed New York State libraries to move in the direction of providing the adult learning services which had been identified as needed in the surveys conducted by the State Education Department.

EDUCATIONAL ROLES OF PUBLIC LIBRARIES

The Long-Range Plan for Library Service to the People of New York State, issued in 1974, listed as its principal objective the encouragement of systems and libraries in developing "materials, collections and programs related to and supporting the educational role of the public library."[2] The development of such programs as the Regents External Degree, Empire State College, and University Without Walls were making it possible to obtain a college degree without attending formal, on-campus programs creating, as a consequence, an increased demand for help from public libraries. Community colleges were bringing more adults into higher education and these students, as well, usually used the public library heavily. School dropouts completing their education through high school equivalency exams or the higher education programs noted above also were using local libraries extensively. The Long-Range Plan, therefore, reflected the State's response to the growing involvement of adults in various educational endeavors.

The findings of the New York State surveys of the adult learners' needs together with the objectives outlined in the Long-Range Plan persuaded the Regents to urge full cooperation between public library systems and the College Entrance Examination Board librarian training project. The project was recognized as one that would make more accessible the educational aspects of public library services for all adults in the State. The use of Library Services and Construction Act (LSCA) grants made funds available to acquire materials for the independent learner and to cover the cost of personnel filling in for staff attending training sessions. In 1975, libraries throughout the State began fledgling adult learner collections and services.[3]

In the same year, Job Information Centers, modelled after the service begun in Westchester's Yonkers Public Library several years earlier, opened in libraries across the State and began to serve those needs of adults that related specifically to jobs and careers. Bringing together resume writing books, career books, civil service materials, and bulletin boards for the posting of classified ads, the JICs quickly became heavily used areas. Adult Learner and Job Information Services confirmed that there were indeed many adults needing exactly the kind of information and advisement that was now being offered in libraries. Libraries found how much the public appreciated having this information made easily accessible with a knowledgeable staff to assist in its use. It became clear that Adult Learner and JIC Services could work together to serve the adult learner.

Another service generated by the Regents' focus on adult learners was the Higher Education Learners Advisory Service (HELAS), a project funded by the Fund for the Improvement of Post Secondary Education. At four sites in the State, two in New York City - Manhattan and Queens - and two upstate - Corning and Schenectady, librarian advisors offered free consultation on education and career plans. All types of post high school opportunities, including external degrees, credit by examination, and correspondence study, were discussed with learners. Choices were considered in terms of the interests and needs of the learner. Regional directories were produced listing the educational opportunities available locally, including public and private vocational school training as well as colleges and universities and traditional and nontraditional programs. Contacts with business and industry resulted inmany referrals to the program for information on degree programs and skills upgrading. HELAS reinforced the concept of librarian/advisors in libraries which was also being developed in LSCA projects. Though funding was for a two-year period only, three of the four sites continued similar services after the project's conclusion.

EDUCATION INFORMATION CENTERS

In 1980 grants were given to seven libraries across the State to establish Education Information Centers (EICs). The EICs are administered by the State Education Department and funded by the Kellogg Foundation. Their major objectives are 1) to insure the delivery of impartial, comprehensive, and accurate educational information to the public; 2) to provide all residents equal access to information and counseling services with a special effort made to

reach adults who are handicapped, disadvantaged, and/or geographically isolated; and 3) to support the use of existing institutions and agencies providing information and counseling services and promote cooperation among them. Seven library-based EICs are located across the State. Presently appropriations are being sought through the State Legislature to enable the EICs to continue in operation.

After nearly a decade of service to the adult learner, libraries offering such services are firmly committed to them because they see both a demonstrated need and the library's ability to satisfy those needs. "Adults Learning Here," a 1979 publication of the State Education Department's Office of Adult Learning Services, dramatically presented the range of adult learning services offered by diverse providers. "Adults Learning Here" made it clear that adult New Yorkers are constantly extending their skills, knowledge, and understanding via televised instruction at home, in evening high schools, at colleges and universities as well as at the work place. Learning opportunities for adults are provided by traditional providers as well as by employers, unions, and nonprofit organizations of all kinds. Over 1.25 million people are participating in formal educational programs and millions more are using the State's resources to further their education in informal ways. Libraries are cited in "Adults Learning Here" as having always been "headquarters for lifelong learners." "Adults Learning Here" continues: "Every day thousands of adults use the State's 715 public libraries, their hundreds of branches, and the 31 library systems for material, information, and services related to their own educational purposes .... today libraries are taking on new, more active roles not only as suppliers of material but as advisors..."[4] on the organization of a learning project, including defining goals, determining sources of information and assistance, and locating materials as well as schools, places, and people who can help achieve those goals.

Some of the specific ways in which libraries are taking more active roles include:

* individual advisement on learning opportunities
* readers advisory services
* career life planning workshops
* directories of education opportunities
* "learning networks" connecting learners and teachers
* learning hot-line services by telephone
* adult learner media centers
* college courses in libraries
* computerized guidance information services
* tutoring services
* financial aid information
* providing study materials for proficiency examinations
* proctoring examinations for independent students
* high school equivalency examination preparation assistance
* English as a Second Language classes

LEARNING GOALS FOR THE YEAR 2000

The Regents advocacy of adult learner services did not stop with the establishment of such services. Recognizing that at the start of the next century half the nation's population will be over 37 years old and that 1 in 8 Americans will be over 65, the Regents adopted learning goals to be realized by the year 2000 that are put forth in "New York State Goals for Adult Learning Services."[5] These goals were developed over 3 years by the 30-member Statewide Advisory Council on Adult Learner Services. Hundreds of people participated in a review of the goals at meetings held throughout the State. The goals demonstrate the Regents' conviction that learning opportunities for adults should be an integral part of the State's education policy.

"Libraries are part of the future learning society. . . ."

The Regents call, among other things, for the creation of a network of information and counseling services throughout the State. Again, the Regents call for the provision of appropriate assessment procedures for adult learning so that the outcome of such learning will be "knowledge, understanding, skills, values, and strengthened capacities — not merely credits and credentials."[6]

Libraries are part of the future learning society that is outlined by the Regents as a support to a wide array of learning programs available to all adults "regardless of age, sex, physical condition, social and ethnic background, economic and social status, intellectual ability and learning style."[7] Libraries are also seen in Goal Two as part of a learning community offering adults learning opportunities such as high school, college, and/or vocational courses at a library site. The library in the year 2000 will be one of many learning providers where adults of various needs will be able to find appropriate services in a competitive marketplace of

education providers.[8] Information and guidance services will be "available at convenient times to assist adults with personal, educational, job and career planning. A State-supported network of education information centers [will provide] certain basic services without charge."[9]

Rexford G. Moon, Jr., director of Future Directions for a Learning Society, said, "The Regents and the State Education Department have shown commendable leadership in the national movement to make lifelong learning a reality for all Americans."[10] The thrust of the goals embodied in "New York State Goals for Adult Learning Services" is to continue New York's leadership in providing service to independent learners. In the words of Gordon M. Ambach, President of The University of the State of New York and New York State's Commissioner of Education, in the forward to "New York State Goals," "The Goals for Adult Learning Services were adopted by the Board of Regents in December 1981. This statement provides a framework for the development of adult learning in this State in the next two decades. The Goals represent a challenge to all of us committed to life-long learning. Our focus now must be on the steps necessary to implement the Goals....so that the New York State Goals for Adult Learning Services may be achieved."[11]

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ACCESS ISSUES IN AN INFORMATION AGE

By Andrew Geddes, Director, and Staff of the Nassau Library System, Uniondale, NY

One of the more interesting elements of that most untypical best seller, Umberto Eco's The Name of the Rose, is the abbot's description of a 14th century library in the Italian monastery in which the novel is set:

> The library was laid out on a plan which has remained obscure to all over the centuries, and which none of the monks is called upon to know. Only the librarian has received the secret, from the librarian who preceded him, and he communicates it, while still alive, to the assistant librarian, so that death will not take him by surprise and rob the community of that knowledge. And the secret seals the lips of both men. Only the librarian has, in addition to that knowledge, the right to move through the labyrinth of the books, he alone knows where to find them and where to replace them, he alone is responsible for their safekeeping. The other monks work in the scriptorium and may know the list of the volumes that the library houses. But a list of titles often tells very little; only the librarian knows, from the collocation of the volume, from its degree of inaccessibility, what secrets, what truths or falsehoods, the volume contains. Only he decides how, when and whether to give it to the monk who requests it; sometimes he first consults me. Because not all truths are for all ears, not all falsehoods can be recognized as such by a pious soul; and the monks, finally, are in the scriptorium to carry out a precise task, which requires them to read certain volumes and not others, and not to pursue every foolish curiosity that seizes them, whether through weakness of intellect or through pride or through diabolical prompting.

For library users of the 20th century, this view represents the antithesis of access in all its modern meanings. The statement that opens the Report of the Commissioner's Committee on Statewide Library Development, Meeting Information Needs of the 80's, affirms that "Every resident of New York State should enjoy timely and free access, through local libraries working within library systems, to a full range of informational resources and services, provided without restriction of censorship or violation of privacy." "Free access" means access without regard to the age, sex, cultural, or ethnic background or other personal characteristics of the user. It means as well, accommodating the disabled and others through outreach and adaptation of services.

It is most appropriate for such a statement to be expressed as a goal to which all libraries should aspire, since universal access in its many guises is still far from achievement. Members of the consultant staff at the Nassau Library System discussed several aspects of "access" at a staff meeting and developed brief statements about the access issues - age, disablement, location, censorship - that concerned them in their own agencies of the System.

AGE AS AN ISSUE

Barbara Porte, children's services specialist, said the theoretical agreement seems to exist in the library, publishing, and related fields that access to library materials and services ought not to be restricted as a function of the age of a borrower/patron. The most specific statement of this code exists as "Addendum #1, ALA, June 30, 1982," which begins:

> Some library procedures and practices effectively deny minors access to certain services and materials available to adults. Such procedures and practices are not in accord with the LIBRARY BILL OF RIGHTS and are opposed by the American Library Association.

The statement goes on to itemize various restrictive practices and to counter arguments sometimes used in support of them. The ALA position generally seems to be supported by such groups as the American Civil Liberties Union, National Council of Teachers of English, Authors Guild, and so on. Certainly the Nassau Library System supports it. Theory and practice, however, do not always coincide perfectly.

Of 41 member libraries which responded to a recent survey of Nassau libraries, only 15 reported essential compliance with the ALA standard. None of these 15 reported any problem whatsoever as a result of open access. An

additional three libraries reported no restrictions except as indicated by parents or guardians on library card application forms. (A few additional libraries similarly indicated they would also grant total access with a written statement on file from a parent, but their policies were not advertised.)

The remainder of the libraries reported highly subjective policies ranging from "almost total access" to access for all nonfiction but no adult fiction, to "at the discretion of the librarian" (or the person at the check-out desk), to "if needed for school curriculum request." Librarians went to great lengths to interpret limited access policies in the best light possible, asserting no youngsters ever felt deprived, that discretion was lenient, and so on. Reasons for limited access seemed to range from fear of disapproval by someone (anyone) in the community, staffs' own opinions as to what children should read, inertia, or the feeling that adults (as taxpayers) should have first claim on materials.

Libraries not now providing unrestricted access should reconsider their positions and policies. If it is felt that compliance with the ALA standard is not feasible at this point, at least the preson permitted to limit children's use of books should be the parent or guardian. Unrestricted access should be considered the standard and the norm, and libraries desiring to deviate from it could include a note on library application forms where parents choosing to restrict their own children's reading can do so.

ACCESS FOR THE DISABLED AS AN ISSUE

Lorna Bertino, talking books librarian, said that much has been written regarding the physical accessibility of buildings; laws have been passed guaranteeing the rights of disabled individuals; and funds have been made available through local, state, and Federal sources to accomplish this goal. Although everyone would probably agree that the informational needs of the disabled reader are no different from those of other readers, there have been other barriers habitually placed in the way of effective library service to the disabled.

Attitude is really a basic handicap. It has been said that our bodies make us disabled, but society makes us handicapped. Many types of bias exist that result in a lack of desire to assist the disabled or cause an uneasy manner when serving the disabled person. Librarians have a responsibility to identify and reach out to the disabled population. They also have a special obligation to overcome misconceptions and prejudices. The use of sensitivity training can help public service staff interact in a positive, helpful way with the "different" patron. Ignorance about available resources can be a universal barrier, but for disabled persons, or persons seeking information about disabilities, lack of awareness that the library has such information compounds the physical barrier. Imaginative methods must be used to create an awareness that is specifically directed towards the disabled community. Vision and hearing disabilities can be particularly isolating since they handicap communications. Peer group advisors or councils can open up useful channels to bridge these barriers.

The need to provide information about what is available requires use of alternative formats. This is often costly, and the search for materials in special formats can be time consuming. This creates a financial barrier to providing the range of formats that may be needed. Technological developments, especially computers, hold promise for the future but are too expensive for most individuals at present. The "state of the art" is changing so rapidly that librarians must keep up-to-date with the information in order to avoid investment in short-lived and overpriced gadgets.

"Unrestricted access should be considered the standard. . . ."

Libraries should evaluate and assess their users, services, facilities, and staff awareness to determine if the service needs of the disabled are being effectively met. Regional and subregional libraries are in the best position to offer specialized collection, equipment, and expertise to serve small numbers of users with highly specialized needs. The local library has always been in the best position to locate this special population, to publicize the availability of the special services, and to provide individual assistance and referral.

It is the individual library's obligation to actively encourage the disabled community to use its services through elimination of the nonphysical obstacles as well as the structural barriers.

LOCATION ISSUES

Cynthia Randall, reference coordinator, discussed interlibrary loan as a means of access to materials not held in a local library. With

nearly 8,000 libraries of all types in the State, it is hard to conceive of an area that would not be within 15 minutes of some formal, local library outlet. However, these libraries include more than 6,000 public and nonpublic schools, which generally do not encourage access from the general public, and medical and special libraries which serve restricted clientele and have limited, i.e., specialized collections. Some of these, as well as a greater number of academic libraries - both public and private - have begun to permit limited on-site access from users outside of their usual constituency through cooperative agreements developed by the reference and research library resources councils.

Access to library materials not owned by a reader's home library is most often provided through the vehicle of interlibrary loan. Virtually all libraries subscribe officially to the tenet that they offer this service to their borrowers and most make a conscientious effort to do so, to the extent of their abilities.

The development of bibliographic databases has gone a long way toward making access a real, rather than theoretical, possibility for even the smallest library. Through the use of networks and other contractual agreements, libraries can take advantage of these new aids in servicing their clientele. Continued expansion of machine-readable files and improvement in facsimile transmission as a delivery mechanism will help overcome distance as a factor of access.

Offsetting the promise of this brave new world to some degree is the dark side of the picture - the cost. Concomitant with increased general knowledge of library holdings is the fact that fewer libraries are purchasing a given title because of the cost of materials, with the result that greater demands are placed on the resources of libraries which do own the particular title sought.

Even though the increased volume of requests has spread among more libraries, operating costs have increased to the extent that many libraries which never had to charge for the courtesy of interlibrary loan must now do so. The whole area of user fees, in general, represents a backward step in the cause of broadening access. Shopping for free sources has become an added element in initiating interlibrary loan requests. The alternative is an added financial burden that very few libraries can sustain. Will the best service be provided only to those patrons willing and able to pay for it? Speculation as to the effect of this circumstance on scholarship has already begun.

The responsibility for providing access to extra-mural resources extends beyond knowing that it can be done; responsibility extends to informing readers through signs and personal contact. The typical borrower still needs the aid and encouragement of the librarian to make the potential access real.

Networks impose various limitations on access for sensible and practical reasons. These include the concept of regionalism, copyright restrictions, and denial of access to popular items but are no longer officially as restrictive as the ALA code. It is not justifiable for a library to refuse to initiate a request on the basis of a value judgment as to the reader's need. The question to be asked is always "How can we get it?" rather than "What will prevent our requesting it?"

Providing access to library service through outreach efforts that bring the library to the patron, rather than the other way around, ranges from mailing Talking Books and other library materials, traditional bookmobile service and deposit collections in remote locations, to a patron's dial-in to computerized databases from home. The Nassau Library System has an on-line Union Catalog for those member libraries that are using a CLSI circulation system; it also provides dial-in access for the rest of the member libraries. The dial-in telephone numbers have not been publicized but reciprocal telephone access shortly will be invited from academic libraries in the County. However, there is evidence that some computer-owning patrons have caught on and are already dialing into the Union Catalog from their homes for subject searches and location information. This kind of access is still in the future for most library patrons, but questions are already being raised about protection of the database from tampering by the kind of unauthorized "hackers" publicized in recent news stories.

CENSORSHIP ISSUES

The most traditional questions about access have always been censorship issues. In choosing to put censorship last in this "symposium" on access, it is intended to emphasize that users are as effectively denied the use of materials by benign restrictions and other barriers as delimiting as outright suppression. Most libraries subscribe in theory at least to The Library Bill of Rights and, having done so, feel that the access issue has been dealt with. Not many would go as far as the "Statement of Concern" by the National Coalition Against Censorship (a group of 30 national associations

that includes the American Library Association) in its announcment of the annual conference April 23, 1981:

> Freedom of communication is the indispensable condition of a healthy democracy. In a pluralistic society it would be impossible for all people at all times to agree on the value of all ideas; and fatal to moral, artistic and intellectual growth if they did.
>
> Some of the Coalition's participating organizations reject all barriers abridging access to any material, however controversial or even abhorrent to some. Others reject barriers for adults, so long as their individual right of choice is not infringed. All of us are united in the conviction that censorship of what we see and hear and read constitutes an unacceptable dictatorship over our minds and a dangerous opening to religious, political, artistic, and intellectual repression.

A brave statement, indeed. However, it is equally important to recognize that access to libraries and information requires the bringing together of a person needing information with a source of that information. The barriers to that fulfillment may more often be geographic, linguistic, architectural, historical and financial, rather than issues of intellectual freedom.

Nevertheless, there is growing evidence that censorship of textbooks and school library books has increased dramatically in the last five years. Surveys by the Committee Against Censorship of the National Council of Teachers of English report that challenges to material in their libraries have risen from 34 percent in 1977 to 56 percent in 1982. Fred Hechinger, in The New York Times, reported that in about half of the instances, some form of restriction was placed on the challenged materials. At a time when the Regents are commemorating "The State of Learning, 1784-1984" there should be increased concern that the effect of such restrictions is to "deprive students and others of a realistic view of the world and of an opportunity to pursue and test ideas of how to improve the world."

CORRECTIONS AND YOUTH SERVICES CONFERENCE OCTOBER 1-3, 1984

The New York State Corrections and Youth Services Association is sponsoring a conference at the Sheraton in Middletown, N.Y. on October 1, 2, and 3, 1984. There will be five panel presentations beginning with the topic of the Court System and the Law Enforcement System. Three State legislators will speak on Monday morning. Representatives from Federa, State, and county corrections agencies will address the topic of The Community and Corrections on Tuesday morning. Individual subjects in the afternoon will include: Rights of Incarcerated Persons; Rights of Employees; Supervision of Adult Caseloads; Standards and Accreditation; Administration of Volunteer Services and Facilities and Community; Community Alternatives to Incarceration; and Administration of Volunteer Services in the System.

A special program will be given on October 3 on the Future of the Criminal Justice System in New York State. For more information about this conference, contact Roberta Orzechowski, Library Clerk, Eastern Correctional Facility, Napanoch, N.Y. 12458.

NEW YORK — WHERE LEARNING NEVER ENDS: THE LIBRARY — A POSITION PAPER

By Mildred Lowe, Director, Division of Library and Information Science, St. John's University, Jamaica, NY

In the interlocking network of responsibilities which comprise life in New York State - responsibilities of New York citizens for enlightened self government, for fulfilled spiritual and material lives for themselves as individuals, and responsibilities towards children and future generations for the maintenance and cultivation of their intellectual heritage - the role of libraries is central and of growing significance. This paper will focus on that centrality and significance. It will reaffirm libraries' traditional responses and point to directions which might be taken in a changing information and knowledge environment.

The Regents of The University of the State of New York are charged with establishing and monitoring educational policy on all levels, and, by extension, therefore, maintain a watchful collective eye over the library component within New York State's educational machinery.

EDUCATION: TEACHING/LEARNING

Education, taken as a broad, general whole, embodies all of the activities which contribute to the cultivation of individual abilities; it is a process by which a society insures the passing on of its values and accumulated knowledge from one generation to the next.

A partnership is struck between teaching, which is the imparting and imposing of knowledge and skills, and learning, which is the conscious or unconscious act of acquiring knowledge and skills. Learning takes place through the initiative, participation, energy, and industry of the individual. Learning is a lifelong activity, and indeed, a large portion of our lives is spent when this formal partnership has long since been dissolved. An informal partnership prevails, however, and the library under the direction and leadership of the librarian is the institution most compatible with the learning process and most capable of making it possible.

The pre-schooler, introduced by the librarian to the activities and resources of the public library children's room, experiences the simple joy of discovery, sharpens listening skills, and at the very least is introduced to the reality of a range of resources among which one may make seemingly infinite choices.

The child in the elementary school grades is the full beneficiary of the formal partnership, given the school's commitment to the library and its librarian/teacher as active participants in the curriculum. Teaching and learning take place in the classroom certainly; but the learning process cannot be complete if the exercise of new skills, for example, in reading comprehension and evaluation of content, is limited to textbooks and classroom materials. Individual instruction must not be confused with independent learning.

> ***". . .the library. . .is the institution most compatible with the learning process. . . ."***

While the lessons of the classroom are designed for the group, it is in the library under the direction of the librarian that the lessons can begin to be differentiated. Learning the criteria and skills required for critical evaluation can be refined only in confrontation with multiple resources. What kinds of information can be found in an encyclopedia? Under what circumstances is the use of this resource most appropriate? Is the information current? What kind of treatment of material may we expect in a newspaper story? In a periodical article? When is it best to seek out government information? How shall nonprint media be incorporated into a study project? An emphasis on optimum use of information (rather then simply on the tools) is the major contribution which can be made in the education of children. It is crucial to the formation of sophisticated information consumers who will transfer these abilities to similar, if more demanding circumstances throughout life. The student will have learned that in the library s/he may adapt and shape a wide variety of information to suit individual, unique needs: the student will have become an independent learner.

RESOURCE ORGANIZATION NECESSARY

The library, through its professional staff, carefully and consciously acquires and organizes

resources which represent the fullest possible range of subject matter, viewpoints, formats, and types of resources. Added to this is the increasingly available technology which is making a reality of the dream of instant electronic access to a much wider world of information. As a matter of fact, it is foreseeable that proliferation of data will replace insufficient data as an equal if seeming opposite obstacle to learning. It is conceivable that throughout life we will suffer from the 'noise of information': from a bombardment of media and messages, from undifferentiated information in large quantities.

". . .proliferation of data [may become] obstacle to learning."

It is conceivable that society's information problems will become two-fold: 1) withstanding the temptation to succumb to the convenience of easy answers and oversimplified mass media blitz messages; and 2) making distinctions between the relevant and the irrelevant, the accurate and the inaccurate, the trivial and the significant. The relationship between the elementary school student and the librarian which is necessary for navigation through these difficult waters is similar to that which needs to be established again in the high school, in the university, in the workplace, and in the community.

On the high school and postsecondary school level, information in support of academic problem-solving is even further complicated by the increased role of government - and therefore government information - in everyday affairs, by the growth of numbers of databases in machine readable form, and by the capacity to share information electronically. Library collections and services support a complex community involved in research and teaching; holdings embrace primary as well as secondary sources, archives, and special collections. Learning based on assigned texts and reserve readings or limited by convenience is as unacceptable at these levels as it is in the elementary school, and it is not difficult to relate this shortcoming to the mediocrity described in the study, A Nation at Risk.

The broadly focused public libraries, and the sharply focused special libraries of the workplace complete the array of information centers available to New Yorkers. Simply as resources they are a formidable New York presence. But public library services reach out to every segment of the population by age; occupation - government, industry, and small business; and students of all ages including adult learners. Lifelong learning has a natural home in public libraries. Special libraries have well-deserved reputations for the services their librarians provide and for their energy, agressiveness, and full partnership in the decision-making process of the parent organizations.

Clearly, then, if the circle could be closed and the potential of each of the links in the library chain be fully realized, the whole world would be greater than the sum of the parts. This paper endorses the view of the library in all of its manifestations as the proper focus for the lifelong learning activities of New York's citizens.

Libraries remain not only the guardians, organizers, and dispensers of our intellectual heritage, but, in the environs of the Information Age, they are best prepared and able to support an enlightened citizenry and its quest for individual and collective fulfillment.

THE PUBLIC LIBRARIES OF NEW YORK FROM A NATIONAL PERSPECTIVE*

By Brooke E. Sheldon, President, American Library Association, and Dean, School of Library Science, Texas Woman's University

In several ways, The New York Public Library, the Brooklyn Public Library, and the Queens Borough Public Library, in my estimation, are lighthouse libraries for the nation.

In 1954, 30 years ago when I was 22 years old and a student at Simmons College working on my MLS, one of the great features of the Simmons program was a requirement for field-work outside of the Boston area. Several of us came to The New York Public Library for two weeks. Our field experience was carefully planned to suit our individual career interests, and I worked in the Central Readers Advisory Office, visited labor union libraries with Ms. Oko, worked in the Bronx, on Staten Island, and in Harlem. On Saturday the (then) librarian of the Brooklyn Public Library, Robert St. John, invited us over for tea. While all of this was a fabulous educational experience for us, in reality, The New York Public Library and the Brooklyn Public Library were looking us over, hoping to find in these students who came from the outlands, some raw material with some possibilities for shaping into the kind of professionals needed in the great public library systems of New York.

While I didn't come to New York to begin my professional career, those two weeks made a profound impression on me, and no doubt gave me added assurance as I found myself fairly quickly in decision-making roles in less sophisticated libraries in Colorado, New Mexico, Alaska, etc. Not only did I have the opportunity to observe some distinguished and dedicated role models, but I also began the establishment of a personal network of mentors that has helped me ever since. One example - Augusta Baker, who was then assistant coordinator and storytelling specialist at The New York Public Library, now retired and living in South Carolina teaches her storytelling course each summer for us at the Texas Woman's University. Each year we have long waiting lists of children's librarians who wish to experience the magic of Augusta Baker and emulate her storytelling techniques.

*Presentation to the Board of Regents Bicentennial Commemoration Meeting, New York City, March 22, 1984

SPECIFIC PROGRAM MODELS

As I look back, that field experience had an overwhelming impact on my understanding of the potential of the role of the great urban libraries to not only support the research needs of scholars/students, but also carefully nurture the individual on every level of need (as in the Readers Advisory Bureau) and to find these individuals by reaching out through specific clientele groups (i.e., the labor unions). Over the years, as new societal problems have emerged, the programs have changed, but the overall mission of these libraries and their national and international impact is greater than ever. Just one or two examples: If I had a student or alumna who wanted to begin a program for New Americans/non-English speaking groups, I would most certainly send him/her to the Queens Borough Public Library for a model program for literacy projects and most certainly for the pace-setting service to the deaf, blind, and physically impaired, 200,000 of whom live in Queens. In the same way, I have directed the attention of our students and practicing librarians to Brooklyn's "El Centro Hispano" collection/program which is extremely important as a model to the hundreds of communities throughout the country who are serving increasing numbers of Spanish-speaking citizens.

The Brooklyn Public Library's newsletter to businessmen on new library holdings is, no doubt, utilized in library/information science classes across the country as it is in ours, as are the many excellent bibliographies produced by The New York Public Library. No doubt one reason The New York Public Library finds an ever widening circle of support is the view that people have of it as a national/international resource - no one has expressed this better than Vartan Gregorian who was quoted in the December 1981 issue of Wilson Library Bulletin as saying, "As our card catalogs become obsolete we want to transform Room 315 into a world bibliographic center with computer ties to other major libraries in the United States and Europe." The support that has flowed to The New York Public Library as a result of the imaginative approaches to fundraising and the resultant publicity in less likely publications such as Vogue

helps to enhance the image of all public libraries.

STATE LIBRARY MODEL

In my years in state library development, I've watched and been inspired by not only the programs of these three "lighthouse" libraries, but also by the way in which the New York State Library has continued to represent a model for all, both here and abroad, who are concerned

". . .enviable position of having the highest state aid program in the nation."

with providing leadership in library systems development and effective use of resources, research and experimentation in better methods of information preservation/storage, and transfer. The partnership between the State Library and the public libraries of New York, which, I understand, serve about 40 percent of the State's total population, represents far more than a simple transfer of State aid (as is common in some other less-developed areas). Projects such as the Queens Borough Literacy Volunteers and Bilingual Programs, the Job Information Center and Pre-School Center in Brooklyn, and services to the Blind/Physically Handicapped at The New York Public Library are programs that address specific and urgent needs of citizens. It is no doubt this carefully planned and targeted use of State, local, and Federal monies that gives New York a better ability to measure results, document improvements in quality of life, and even economic vitality as a result of library intervention. That may be why New York is in the enviable position of having the highest state aid program in the nation.

I have been to many states and other countries during my year as president of ALA, but in many ways this visit to New York and participation in this discussion seems to me to be a very high point not only of my term of office, but of my career. It has given me the opportunity to meet with Regent Clark and the Committee on Cultural Education and to recall my own perceptions and esteem for the public libraries of New York and my old friend, Joe Shubert who, since 1967, has been a close associate and mentor. Thank you for asking me to help celebrate the Regents Bicentennial.

NEW STAFF IN THE DIVISION OF LIBRARY DEVELOPMENT

Sara B. McCain has been appointed an assistant in library services with the Division of Library Development beginning June 14. She brings to the Library Development Division an extensive and varied professional background in libraries at the State University of New York at Brockport, at the State University of New York at Binghamton Library, the Syracuse University Libraries, the Bowling Green State University Library, and the Birmingham Alabama Public Library. She has also operated her own information service business in Rochester, has worked as policy analyst with the State Senate Research Service, and as a financial development specialist with the American Red Cross. McCain will assist in the Library Services and Construction Act program and in such areas as the Job Information Centers, Adult Independent Learner and literacy programs. She will also have assignments as a regional liaison. McCain holds a Master of Science Degree in Library Science from Florida State University and a Master of Arts in English from the University of Florida. Her Bachelor of Arts degree from Alabama College is in English.

Carol Ann Desch also has been appointed an assistant in library services beginning on July 12. Desch has been employed at the Bethlehem Public Library in Delmar as the head of Information and Reference Services and has also worked in a community services position. She is active in the Public Library Association of the American Library Association and in the New York Library Association. Desch graduated from the State University of New York at Oneonta and earned a Master of Library Science degree from the School of Library and Information Science at the State University of New York at Albany. She will assist with library automation activities of the Division of Library Development, will do regional liaison work, and will carry out special assignments for the director of Library Development.

THE REGENTS AND LIBRARY AID LEGISLATION IN THE 1970's AND 1980's

By Joseph F. Shubert, State Librarian and Assistant Commissioner for Libraries, State Library

1984 marks the Bicentennial of the Board of Regents. It also marks the one hundred-fortieth anniversary of the Regents assumption of responsibility for the New York State Library and the ninety-sixth anniversary of Melvil Dewey's address at the 1888 Convocation of The University of The State of New York. Dewey's presentation so impressed the Regents that they subsequently hired him as Secretary and State Librarian, thereby launching an exciting period of library development. Dewey also emphasized adult education through libraries and independent study.

Library services have been a particular concern of the Regents throughout this century. Today New York State has 31 regional library systems, some 7,700 libraries, and an annual library expenditure of more than $600 million. State aid for libraries, administered by the New York State Library under the policy direction of the Regents, will total $55.5 million in 1984.

The purpose of this article is to examine the Regents current role in the development of library aid legislation and to review recent achievements in library legislative efforts.

DECADE OF CHANGE IN THE LEGISLATIVE PICTURE: 1974-1984

Libraries, as other public services, were affected by the State's 1974 fiscal crisis, and it may be useful to review the current legislative picture against the changes that have taken place since 1974. Legislative accomplishments in this decade built upon demonstrated effectiveness in the 1964-1973 period in which State aid for libraries increased from $9.9 million to $22.1 million.

Changes in the decade include achievements in legislation which more than doubled State aid for libraries and expanded the scope of aid for resource sharing, increased cooperation in lobbying by statewide organizations, emergence of library subcommittees in the Legislature, the development of comprehensive aid proposals, and an increase in special interest legislation.

Legislative action in the decade increased State aid to libraries from $24.7 million in 1974 to $55.5 million in 1984. Major increases were enacted in 1976, 1978, 1981, and 1984. In 1976, Chapter 549 increased public library systems and the local sponsor incentive aid programs by $4 million; in 1978, Chapter 787 increased State aid by $3.7 million, providing increased public library aid, and statutory status and increased aid for reference and research library systems, and

STATE AID
TO NEW YORK STATE PUBLIC LIBRARIES
AND
PUBLIC LIBRARY SYSTEMS (1957-1983)

Year	Amount of State Aid	Year	Amount of State Aid
1957	$ 2,282,174	1971	$20,527,253
1958	2,577,643	1972	18,275,507
1959	3,426,222	1973	22,091,790
1960	6,473,314	1974	24,764,758
1961	8,508,893	1975	25,642,933
1962	9,052,307	1976	26,041,645
1963	9,418,298	1977	33,000,000
1964	9,866,197	1978	29,166,225
1965	10,140,330	1979	32,181,017
1966	13,472,712	1980	32,342,006
1967	14,042,747	1981	32,527,201
1968	14,456,385	1982	37,895,104
1969	13,679,106	1983	38,919,899
1970	14,865,631	1984*	45,122,000
		1985*	45,704,000

TOTAL STATE AID TO LIBRARIES
(1957-1983)

Year	Amount of State Aid
1978	$30,094,225
1979	34,218,017
1980	34,379,006
1981	34,835,974
1982	41,505,047
1983	43,624,399
1984*	55,506,000
1985*	57,239,000

*Projections based on Chapter 438, Laws of 1984.

funds for pilot intersystem networks and pilot school library systems. In 1981, Chapter 718 provided the largest dollar increase in aid, to date, annualized to $10 million for 1982. But in July 1984, this was topped by a $13.5 million increase, annualized to $15 million for 1985. Chapter 348 of the Laws of 1984 expanded library support and aid for resource sharing as detailed below.

As a result of a partnership on the part of the Regents, the Department, the Governor, the Legislature, and the library organizations, New York State's aid to libraries is the largest in the nation. A 1983 report showed that New York's $44.3 million in State aid was more than 22 percent of all the state aid in the nation ($202.8 million). New York's $2.52 per capita State aid was exceeded only by Maryland ($2.98) and Alaska ($2.68).

In addition to these four major increases, other aid developments included the 1977 aid for library service on Indian reservations and the 1979 legislation which appropriated $550,000 to place a Kurzweil Reading Machine in each public library system. The library pilot projects that had been authorized in 1978 were extended in 1981 and 1983, and permanent school library system legislation was enacted in 1984.

". . .permanent school library system legislation. . .1984."

The Associations. The New York Library Association has established legislation as one of the Association's top priorities. The operation of the NYLA Legislative Committee has been described by B. Anne Commerton and Nancy Lian[1] and by Patricia Mautino.[2] The Association's legislative effort has had to accommodate sometimes competing interests within the Association as NYLA constituencies have become more interested in legislation. The Public Library, Youth Services, and other sections of the New York Library Association have also become more aggressive in advancing their legislative proposals.

The Association has also been sensitive to the needs of other groups and external interests, and has broadened committee membership to assure a voice for multiple interests. The 1984 NYLA Legislative Committee roster shows 12 members, 6 liaison members, 3 persons providing liaison with the State Education Department, 4 ex-officio members, and 10 special advisors. The use of liaison members ensures direct, continuing involvement of other library organizations and interests.

More statewide library organizations are lobbying than ever before. The two regional Medical Library Associations established a legislative group in 1978, and they are now represented directly on the NYLA Legislative Committee. In 1981 the Special Libraries Association established a national Governmental Relations Committee, and all four New York State Chapters are represented by a liaison to the NYLA Legislative Committee. Upon the formation of the Public Library Directors Association in 1983, the NYLA Legislative Committee provided a formal continuing relationship with that organization. A similar relationship with the New York Association of Library Boards is longstanding, and early in 1984 the NYLA Council established a liaison seat for the New York State Citizens Council for Libraries. Other organizations with liaison members are the State University of New York Libraries Association and the Library Association of The City University of New York.

Special advisors to the Committee include representatives of the United Federation of Teachers, the Public Library Systems Directors Organization, The New York Public Library, and a number of other librarians particularly interested in legislation. This NYLA committee structure has resulted in increased cooperation with other library organizations to achieve common legislative goals.

Legislative Subcommittees. The presence of library subcommittees in both houses of the Legislature distinguishes the New York legislative picture from that in many other states. In most states, library legislation is considered by education, local government, or other committees with a concern for several related fields of interest. Since 1978 New York has had subcommittees concentrating almost exclusively on libraries (the Assembly Subcommittee on Libraries reports to the Higher Education Committee; the Senate Subcommittee on Libraries reports to the Education Committee). These subcommittees have been instrumental in developing increased continuing legislative expertise in library matters and greater commitment to library services. Their continuing interaction with statewide library organizations, professional leaders, and State Education Department representatives over the last five years has produced new partnerships in developing and

reshaping legislation. Public hearings on library legislation and library concerns, legislative "town meetings" at New York Library Association conferences, and other contacts provide a forum for librarians and trustees to discuss needs and (occasionally) to debate differing points of view.

Regents Advisory Council on Libraries. The role of the Regents Advisory Council (RAC) on Libraries has expanded over the last decade. In 1977 the Council adopted by-laws for its operation and in 1979 increased its number of meetings to five each year. In 1981 the Council for the first time adopted specific goals for a two-year period.

The RAC provides advice at each step of the Regents legislative process. The Council's annual report to the Regents Cultural Education Committee each May since 1980 has produced a stimulating and frank exchange between Council members and Regents. Legislative discussions are likely to be on the agenda of each of the Council's five meetings each year.

". . .1978 the Regents first comprehensive legislative proposal was enacted."

Emergence of Comprehensive Bills. Comprehensive legislative proposals which take a systematic approach to strengthening library services of all types have been introduced each year since 1976. In the several years preceding 1976, NYLA and the Regents each submitted several legislative proposals. There were often several bills submitted covering the same purpose. In 1974 and in 1975, for instance, the Regents and NYLA each introduced library legislation to increase State aid to libraries. The Regents proposed a more comprehensive approach in the 1976 legislative proposal. In 1977, NYLA stopped having separate bills introduced, and in 1978 the Regents first comprehensive legislative proposal was enacted.

As more organizations have become involved in legislation, the Regents bills since 1978 have become the vehicle for compromise. Amendments to the Regents legislative proposal are expected. As the single bill, the Regents bill is predictably the focus for demands to increase, modify, or delete parts of the proposal. Initiatives suggested in one year may be debated for one or two years before being reshaped into legislation which is finally enacted. The 1978 amendments resulted in both public library aid and intersystem cooperation funds considerably below the levels recommended by the Regents.[3] The 1981 amendments phased aid increases, reduced the health services program, and temporized on the pilot projects. The 1984 amendments to the Regents proposal reduced and phased a portion of the public library system funds, increased aid to reference and research library systems, significantly expanded and accelerated the school library system and hospital library services programs, and added a public library construction program.

Special Member Items. The inclusion of special budget line items in both the supplemental and regular budgets also has become more frequent since 1977. The 1978 report of the State Library[4] lists expenditures for the Queens Borough Public Library Jewish Heritage History Collection and expenditures for The New York Public Library's Schomburg Center and the Library for The Blind and Physically Handicapped. By 1979, the supplemental budget included six special library items, including the Talking Book Program in Nassau County. The 1984 regular budget includes 23 library special lines ranging from a $2,500 grant for the New Rochelle Library Literacy Volunteer Program to $250,000 for library construction in Liverpool.

DEVELOPING THE REGENTS PROPOSAL

Each year, the Regents prepare a legislative proposal for libraries. The development of Regents legislative proposals for libraries is an almost continuous process since it operates on an annual schedule and builds over successive years. Key points in the process are:

July: In most years the Regents adopt a "major program directions" statement which establishes a basis for legislative proposals. The Regents also review a preliminary version of "Major Recommendations for Legislative Action" and a list of tentative legislative proposals.

September: The Regents hold a Legislative Conference at which education and library organizations present legislative recommendations.

November: The Regents adopt "Major Recommendations for Legislative Action" and legislative proposals.

December: Legislative bill language is prepared.

December/January: Legislative proposals, including bill language, are transmitted to the leaders of the two houses of the Legislature.

The September Regents Legislative Conference is important in providing to the Regents and the Department the points of view of interested constituencies. Throughout the course of the day representatives of statewide organizations testify on legislation related to cultural education, elementary and secondary education, higher education and the professions, and vocational rehabilitation. In 1983, 31 statewide organizations testified, including the New York Library Association, representing all types of libraries. Other organizations testifying included the New York State Association of Library Boards, the Medical Library Association, the Public Library System Directors Organization and the Reference Library Research Library Resources System Executive Directors Organization.

". . .regional conferences to elicit constituents' points of view."

The September recommendations of the library organizations are used by Library Development staff in completing a draft proposal for Regents action in November. Other sources and contacts are also important in developing the library proposal. Since Gordon Ambach became Commissioner in 1977, the Regents have held regional conferences to elicit constitutents' points of view. Librarians, trustees, and library users use these opportunities and meetings of various professional organizations to discuss with the Regents, the Commissioner, and Department staff their ideas for the legislative program.

Introduction of the Regents Proposal. Once the Regents adopt a library legislative proposal, Library Development staff work with the Department's Office of Counsel in preparing bill language and a memorandum of support detailing the proposal and reasons the legislation is needed. The proposal is formally transmitted to the leadership of the Assembly and the Senate. The Speaker of the Assembly and the President pro-tem of the Senate decide upon sponsors, and the bill is introduced.

During the course of the legislative session, the Department and library organizations work with Legislative committees and the Executive Chamber to develop compromises that permit important library legislation to be enacted.

QUESTIONS FACING PEOPLE CONCERNED WITH LIBRARY LEGISLATION

Within a library community of more than 7,700 libraries, 31 systems, almost 10,000 librarians, more than 3,600 public library trustees, and organizations representing special interests, there are many persons with a strong interest in legislation. Groups and individuals who are particularly concerned with special needs such as service to handicapped persons, institutionalized persons, and persons with reading problems focus the attention of all upon special needs. Different parties also bring different points of view to the legislative process. Strong voices championing diverse opinion may provide problems as well as opportunities to those interested in library legislation. Chairs of both the Senate and Assembly Subcommittees have consistently emphasized to the New York Library Association and others the need to build consensus and reduce areas of disagreement if legislation is to be enacted.

The practical problems of achieving consensus are not to be underestimated. The New York Library Association, as the single largest and most comprehensive statewide library organization, provides a framework for consensus building. Its initiatives in working with other

"[NYLA] provides a framework for consensus building."

organizations and with the Department provide a practical means for reducing differences. The objective cannot be unanimity, but enactment of legislation is most likely when each sector of the library community understands the positions and needs of other sectors, and a cooperative, rather than competitive, relationship exists among the sectors.

The role of citizen advocates and the development of coalition among organizations presents new opportunities for increasing legislative support. (They also may ultimately impact on the development and modification of proposals.) The 1978 Governor's Conference on Libraries brought some 200 citizen delegates into discussions with 100 staff and policy makers from all types of libraries.[5] Citizen participation in the November 1979 White House Conference on Library and Information Services and meetings of

the New York State delegation to that Conference laid the groundwork for organization of The New York State Citizens Council for Libraries (CLiC) in 1980. CLiC's statements to the Regents, the Governor, and the Legislature have added a new voice in support of legislation.

Coalitions of education, library, union, and publishing organizations supporting "full funding" of education programs since 1969 have been remarkably influential in obtaining increases in several Federal library aid programs. While there is no exact New York State counterpart to such a coalition, the 1981 and 1984 legislative enactments were supported by members, leaders, or chapters of the American Reading Council, the New York State School Boards Association, the New York State United Teachers, and The Civil Service Employees Association.

The increase in member item legislation provides an opportunity for some libraries and library systems to secure direct State subsidies but does not substitute for a united, concerted statewide effort to improve basic funding. When funds for general aid increases are limited, special member item appropriations may increase.

The strength of the State Library and the Library Development Division remains a concern for all interested in statewide legislation. The 1981 report of The Commissioner's Committee on Statewide Library Development[6] recommended that the State Library capacity to coordinate library development should be increased and that sufficient and appropriate staff should be provided for fulfilling responsibilities for coordination of technological development, planning, research, and evaluation. The 1984 legislation provided additional Library Development staff for selected new programs.

The accomplishments of a decade that began with a fiscal crisis in the State were made over a period quite unlike the affluent years of the 1960's. Legislation in the late 1970's and early 1980's brought more libraries —and types of libraries — into systems and resource sharing. The State and its library systems have yet to find a way to resolve the difficulty of operating in a situation in which aid increases come at irregular intervals but the accomplishments of the healthy and productive partnership among the Regents, the Department, the Governor, the Legislature, and library organizations have kept New York State in the forefront of library service.

CHRONOLOGY OF MAJOR NEW YORK STATE LIBRARY LEGISLATION (1973-1983)

(Based on "Chronology of Major New York State Library Legislation (1973-1983) Regent and NYLA Bills with Others if Enacted" in Library Service Now in New York State prepared by Ann E. Prentiss and Jean L. Connor (1978). Updated 1984.

Bill Cycle and Year 1973-74	Bill Number	Subject and Action
1973	S1420/A1236	Regents bill to increase State aid for public library systems, make reference and research systems statutory, and create a cooperative institutional library system ($12,761,000). Action: Did not pass.
	S638/A683	NYLA bill to increase State aid to public library systems ($14,819,300). Action: Compromise bill S6436 became Chapter 747, Laws of 1973 ($1,550,000).
	S2393/A1688	NYLA bill to provide statutory funding of reference and research library systems ($4,400,000). Action: Did not pass.
	S2723/A2981	NYLA bill for cooperative institutional library system ($300,000). Action: Did not pass.
	S1551/A2427	NYLA bill to provide State aid for library construction ($5,000,000). Action: Did not pass.

Bill Cycle and Year	Bill Number	Subject and Action
	S1878	State aid for the Schomburg Collection. Sponsored by Senator Von Luther ($1,000,000 plus $25,000,000 for construction). Action: S1878B became Chapter 760, Laws of 1973 ($250,000).
	S3609/A5433	NYLA bill to permit but not mandate levy of taxes to provide library resources for school libraries in districts operating under a contingency budget. Action: Vetoed by Governor.
1974	S7662/A9019	Repeat of 1973 bill S3609/A5433. Action: Did not pass.
	S7581/A9274	Regents bill for reference and research systems ($4,527,072). Action: Did not pass.
	S7616/A9277	Regents bill to improve library service to the blind and physically handicapped ($2,129,000). Action: Did not pass.
	S7615/A8867	Regents bill for institutional library service ($750,000). Action: Did not pass.
	S7897/A9286	NYLA bill to increase State aid to public library systems ($4,882,289). Action: Did not pass.
1974	S7187/A9424	NYLA bill to provide State aid for library construction ($3,450,000). Action: Did not pass.
	S9929	State aid for Schomburg Collection. Sponsored by Senator Von Luther ($300,000). Action: S9929A became Chapter 586, Laws of 1974 ($250,000).
1975-76		
1975	S1751/A2426	Regents bill to increase State aid to public library systems ($5,665,800). Action: Did not pass.
	S2269/A3102	Regents bill to improve library service to the blind and physically handicapped ($2,129,000). Action: Did not pass.
	S2549/A2421	Regents bill for institutional library service ($750,000). Action: Did not pass.
	S6171/A7754	Regents bill for Indian library service ($151,000). Action: Did not pass.
	S3587/A4595	NYLA bill to increase State aid to public library systems ($7,778,900). Action: Did not pass in 1975. Amended in 1976.
	S3884/A5124	NYLA bill for statutory funding of reference and research systems ($5,400,000). Action: Did not pass.
	S3885/A5123	NYLA bill to define the reference and research systems program. Action: Did not pass.
	S518/A2502	Repeat of S7662 (1974) and A5433 (1973) bills. Action: Did not pass.
	S4467/A7713/ A8473	Mandate a school library in each elementary and secondary school and employment of certified School Library Media Specialists. Action: Did not pass.

Bill Cycle and Year	Bill Number	Subject and Action
1976	S8212/A9873	Regents comprehensive bill to increase State aid to public library systems, and local sponsor incentive aid; to improve library service to the blind and physically handicapped; institutional library service; State aid for the reference and research systems ($9,970,000). Action: Did not pass.
	S3587D	NYLA bill to increase State aid to public library systems ($4,000,000). Action: Became Chapter 549, Laws of 1976.
	A9614	Regents bill to give local school board decision-making power over expenditures under a contingency budget. Action: Did not pass.
1977-78		
1977	S5814/A7672	Regents bill for State-aided program of regional intersystem library cooperation ($9,240,000). Action: Did not pass.
1977	S3045/A8304	Regents bill for Indian library service ($175,000). Action: Became Chapter 476, Laws of 1977 ($100,000).
	S353/A537	Mandate a school library in each elementary and secondary school and employment of certified School Library Media Specialists. Repeat of S.4467 (1975-76). Action: Did not pass.
	S2165/A6381	Regents bill to give local school board decision-making power over expenditures under a contingency budget. Repeat of A9614 (1976). Action: Did not pass.
	S708/A5	State aid to improve library services to the blind and handicapped ($2,018,000). Action: Did not pass.
	S6322	Sale of surplus books by public library or branch. Action: Vetoed by Governor.
1978	S8252/A9975	Regents bill to increase State aid to libraries and systems; to provide statutory base for reference and research systems; to authorize school library systems and regional intersystem library cooperative networks statewide ($15,762,700). Action: Compromise version (S.3/A.3) and authorization for pilot projects with reduced funding ($3,700,000) became Chapter 787, Laws of 1978 during the Second Extraordinary Session.
	S6074/A8497 Revised in S9100	Restructure of the New York State Library and removal of Library from State Education Department. Action: Did not pass.
1979-80		
1979	S4874/A7875	Regents bill to increase State aid to public libraries, public library systems, and reference and research systems ($4,799,000). Action: Did not pass.
	S5195/A5672	State aid to independent colleges and universities for library materials acquisitions ($14,000,000). Action: Did not pass.
	S3000/S3194	Regents bill to give local school board decision-making power over expenditures under a contingency budget. Repeat of S.2165 (1977-78). Action: Did not pass.

Bill Cycle and Year	Bill Number	Subject and Action
	S719/A919	State aid to improve library services to the blind and handicapped ($2,018,000). Repeat of S.708 (1977-78). Action: Did not pass.
	A439	State aid for improved institutional library service ($750,000). Action: Did not pass.
1979	S3771/A2113	Mandates a school library in each elementary and secondary school and employment of certified School Library Media Specialists. Repeat of S353 (1977-78). Action: Did not pass.
	S5513/A5186	To provide an optical scanner (Kurzweil machine), for use by blind readers, in each public library system ($550,000). Action: Became Chapter 660, Laws of 1979.
1980	S7615/A8365	Regents bill to increase State aid to libraries and systems; expand school library system and regional network pilot program; provide funds for academic library collection development; and funds for hospital libraries and consumer health information ($6,765,000). Action: Did not pass.
	S10,031/A11,861	Regents bill to provide State aid for library service by public library systems to correctional facilities ($75,000). Action: Did not pass.
	S9325/A11,157	State aid for public library and library system building acquisition, construction, rehabilitation, and renovation. 50% matching. Action: Did not pass.
1981-82		
1981	S2805/A3150	Regents bill to increase State aid to libraries and library systems. As finally amended, the bill extended library pilot projects, established a coordinated collection development program, a coordinated outreach program and a rural hospital library program ($10,000,000). Action: A.3150-A became Chapter 718, Laws of 1981.
	S784	Remove restriction of purchasing library books and materials under a school contingency budget. Action: Did not pass.
	A4861	Mandate a school library in each elementary and secondary school and employment of certified School Library Media Specialists. Repeat of S3771 (1979-80). Action: Did not pass.
	S426/A4728	State aid for public library and library system construction. Action: Did not pass.
	S3726/A4903	State aid to improve library services to the blind and handicapped. Action: Did not pass.
1982	S10,205	Regents bill to expand outreach services, extend school library "shoe-string" pilot projects, study technology application, and provide incentive aid for bibliographic data bases. Action: Did not pass.

Bill Cycle and Year	Bill Number	Subject and Action
1982	S5847/A5952	To make library circulation records confidential. Action: A5953 became Chapter 14, Laws of 1982.
1983-84		
1983	S2902/A3100	Regents bill to increase State aid to libraries and library systems; to provide funding for conservation; to study technology; to establish school library systems and regional cooperative networks statewide ($14,300,000). Action: Did not pass.
	S4835/A6361	To extend library pilot projects for a year ($1,380,000). Action: Became Chapter 395, Laws of 1983.
1984	S7674-C/A3100-E	State aid to libraries and library systems increasing from current $42.1 million to $57.2 million in fiscal 1985. New initiatives include $3 million for public library construction, $1.3 million in annual grants to assist in automation, a $1.1 million annual program to assist in preservation and conservation of research materials, a $3.9 million school library system development program, and a $280,000 program of public library services to inmates of State correctional facilities. Action: S7674-C became Chapter 348, Laws of 1984.
	S4503-A/A6731-A	Appropriates $157,000, and authorizes Commissioner of Education to contract with Cornell University to complete survey of historical records depositories in the State. Action: S4503-A became Chapter 380, Laws of 1984.
	S5684/S1580/ A11,769	Allows use of absentee ballots in elections of school district public library trustees. Action: S5684 became Chapter 382, Laws of 1984.
	S9557/A7901-A	Extends to all described library systems and libraries provisions requiring that board of trustee meetings be open to the public. Action: A7901-A became Chapter 418, Laws of 1984.

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